

Comprehensive Plan 2012



~ ADOPTED JANUARY 2012 ~

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Introduction (1)

Why Plan? (2)

Methodology (3)

I. EXECUTIVE SUMMARY (4)

II. COMMUNITY VISION AND GOALS (5)

A Vision for the Future (5)

Community Goals (5)

III. RELEVANT REGIONAL PLANS & STUDIES (7)

IV. A HISTORICAL SNAPSHOT OF TROY (11)

Troy and the East Central Missouri Region (14)

Demographics and Socio-Economic Indicators (14)

Summary Trends and Implications (17)

V. COMPREHENSIVE PLAN ELEMENTS (19)

I. PEOPLE, NEIGHBORHOODS AND HOUSING (19)

People and Population (19)

Housing and Neighborhoods (23)

Challenges and Opportunities (27)

Guiding Policies and Actions (28)

2. EDUCATION AND HEALTH (30)

Schools (30)

Higher Education (32)

Libraries (32)

Health Care Facilities (32)

Social Services (32)

Challenges and Opportunities (34)

Guiding Policies and Actions (35)

3. ECONOMIC DEVELOPMENT (36)

Employment and Industry (36)

Downtown (37)

Entrance Corridors (38)

Tourism (38)

Other Events (38)

Challenges and Opportunities (40)

Guiding Policies and Actions (41)

4. PARKS, OPEN SPACE AND RECREATION (43)

- Area Parks and Community Facilities (43)*
- Cuivre River State Park (44)*
- Challenges and Opportunities (46)*
- Guiding Policies and Actions (47)*

5. TRANSPORTATION (48)

- Streets and Multi-modal Systems (48)*
- Current Projects (51)*
- Prioritization Process (51)*
- Challenges and Opportunities (52)*
- Guiding Policies and Actions (53)*

6. PUBLIC SERVICES AND INFRASTRUCTURE (54)

- Public Safety (54)*
- Water and Sewer (55)*
- Broadband/Communications (60)*
- Challenges and Opportunities (61)*
- Guiding Policies and Actions (62)*

7. ENVIRONMENT (63)

- Climate (63)*
- Hydrology: Streams and Floodplains (63)*
- Topology and Geology (63)*
- Challenges and Opportunities (66)*
- Guiding Policies and Actions (67)*

8. LAND USE AND BUILT FORM (68)

- Existing Land Use (68)*
- Future Land Use and Growth Management (72)*
- Design Guidelines for Rehabilitation and New Development (73)*
- Guiding Policies and Actions (76)*

VI. PLAN IMPLEMENTATION MATRIX (77)

- Implementation Matrix (78)*

VII. CONCLUSION (89)

List of Chart and Graphs

- 4.1 – Unemployment Rate (16)
- 4.2 – Employment by Industry (17)
- 5.1 – City of Troy Population (19)
- 5.2 – Troy Population Projections (22)
- 5.3 – Troy Water Storage (55)
- 5.4 – Troy Water Production (56)
- 5.5 – Troy Wastewater Capacity (58)

List of Maps

- Map 1 – Housing Infrastructure (24)
- Map 2 – Vacant Lots (26)
- Map 3 – Schools, Government Buildings, & Organizations (31)
- Map 4 – Health & Human Services (33)
- Map 5 – Parks & Recreation (45)
- Map 6 – Waste Water Distribution (57)
- Map 7 – Water Distribution (59)
- Map 8 – Flood Zones (65)
- Map 9 – Existing Land Use (70)
- Map 10 – Current Zoning (71)

List of Tables

- 4.1 – Total Population (14)
- 4.2 – Population Projections (14)
- 4.3 – Median Household Income (15)
- 4.4 – Annual Weekly Wage & All Industries (15)
- 5.1 – Demographic Snapshot (20)
- 5.2.1 – Population Change {% change} (21)
- 5.2.2 – Population Change {# change} (21)
- 5.3 – Housing Snapshot (25)
- 5.4 – Top Ten Employers in Lincoln County, Missouri (36)
- 5.5 – Park Size & Classification (44)
- 5.6 – Troy Wastewater Capacity (58)

INTRODUCTION

A comprehensive plan is a public document that serves as a community guide for the future. Comprehensive plans look at a range of existing conditions within the community and make general recommendations for the future, planning for about a 20-year time horizon. The comprehensive plan is developed with input from citizens and guidance from the planning commission, and is ultimately adopted by the City Council. Thereafter, it provides a framework for important decisions in the community such as where growth should occur, how land should be used and where spending priorities should be placed for the next ten to twenty years. Comprehensive plans are general in nature but provide the legal basis for key land management tools like zoning and subdivision regulations. At a minimum, comprehensive plans must address land use, community facilities, public services, housing, environmental features and transportation.



This Comprehensive Plan for Troy takes a fresh look at the community and brings together the feedback of citizens, civic groups and local officials to provide a long-term view to guide local decision-making. The Plan is organized in six main sections for ease of reference. Following this introduction is an Executive Summary that highlights the main points in the Plan. This is followed by a descriptive vision for the future of Troy and a summary of overarching goals that are common threads within all of the Plan elements. Next is a snapshot of past planning efforts and accomplishments, followed by a brief history of community development. Section IV offers a visual and statistical snapshot of how Troy relates to the broader region.

The bulk of the Comprehensive Plan is found in Section V; it contains key data and analysis of existing conditions and current issues and an elaboration of various policies, strategies and action items for the city. This Plan ends with a summary roadmap for implementing recommendations and key action projects, identifying important partners and resources involved in each effort.

WHY PLAN?

The Troy Planning & Zoning Commission was established with the following purpose and regulations:

“The purpose of Planning and Zoning is to regulate and control the zoning and use of land within the City of Troy through the establishment of zoning districts in order to promote the public safety, health and general welfare of the citizens of Troy.”

The regulations are designed to:

1. *Protect character and stability;*
2. *Promote the orderly development of the different classes of land uses (e.g. residential, commercial, industrial, open space);*
3. *Regulate the intensity of land use development; provide for open space and landscaping in the development process;*
4. *Establish standards for land development and the construction of buildings and structures;*
5. *Prohibit uses, buildings and structures which are incompatible with the existing or desired character of development;*
6. *Prevent illegal additions or alterations of existing buildings and structures;*
7. *Preserve and enhance the value of property throughout the city.*

METHODOLOGY

Various methods and databases were used to prepare this plan. The most prominently used database was the U.S. Census Bureau's, which was used to better understand variables such as population, socioeconomic status, employment, and mobility. Additional data from the Missouri Census Data Center, MoDOT, the Lincoln County Assessor's Office, and data from the Office of Social and Economic Data Analysis was also used. The majority of the data was analyzed through comparisons between the City of Troy, Lincoln County, the surrounding counties of Pike, Warren, Montgomery, St. Charles, and the State of Missouri as a whole.

Several entities helped contribute to the final construction of the plan. The Boonslick Regional Planning Commission (BRPC) was responsible for the compilation and format of the document itself. Narratives within this document can be attributed to outcomes generated through meetings conducted by the Comprehensive Plan Task Force, survey output, the analysis of statistics gathered by BRPC, as well as general discussion with local government officials and residents of the City of Troy.

One survey was conducted as a part of this study. The survey [Appendix A] was administered through a third party site called Zoomerang. The survey was made public to those individuals who attended the first public meeting held in the City of Troy. In total, more than 66 surveys were collected. More than half of residents surveyed live within the city limits of Troy, while approximately 44% live outside the city limits.

I. EXECUTIVE SUMMARY

Troy's Comprehensive Plan provides a long-term vision and incorporates recommendations for the city's future from city staff, local officials, residents and businesses. The Plan also serves as a guide for land management and decision-making. This Plan is not required by any code or statute in the State of Missouri. Nevertheless, this plan will require monitoring and review to ensure the Plan continues to meet the needs and represent the vision of the evolving community.

Several major themes carry through this plan, including:

- Expanding diversity and balance of the local economy and promoting links to education, arts, history and tourism.
- Restoring and maintaining neighborhood vitality through appropriate development, housing diversity and context-sensitive infill.
- Coordinating with local and regional plans and agencies.
- Enhancing the quality of life for residents, workers, visitors and businesses through expanded educational, cultural and recreational offerings.

Some of the significant initiatives should include:

- Continued downtown revitalization through appropriate infill development, development of housing opportunities, expansion of existing facilities and efforts to attract key businesses and services, particularly those related to the arts.
- Efforts to diversify housing types and price ranges.
- Reviewing and strengthening of land use regulations for areas of historical or ecological significance.
- Establishment of development guidelines for key commercial corridors leading into the community.
- Expansion of cultural and artistic offerings and improved coordination among local and regional efforts and marketing.

II. COMMUNITY VISION & GOALS

A Vision for the Future

The community of Troy has a proud history dating to the days of our County's westward expansion. Troy is a community whose citizens are engaged and united in their desire to see the city prosper and maintain its unique identity in the East Central Missouri region.

The Vision below has been developed based on comments received from public work sessions. It serves as a common direction for long-term planning in Troy:

"We envision Troy as a complete community of quality amenities and city services, with a deep sense of community spirit and pride of appearance. We envision Troy as a growing city that balances preservation of its historic past with the best of modern living."

Community Goals

During public workshops and Task Force meetings with city citizens and leaders, key themes emerged as goals for the future of Troy. Those goals (related particularly to community environmental resources, historic and cultural resources, housing, transportation, and economic development) are relevant to all aspects of the plan and help shape the vision above.

History and Culture

Troy will be a community whose full history is preserved and told to newcomers and residents alike in its restored and protected historical structures and its diverse range of local festivals and other heritage tourism efforts.

Economic Development

Troy will be a prominent economic driver for the region, with a diverse economy that balances the retail, industrial, agricultural and service sectors. Local educational opportunities will be closely linked with industry and business needs. The city will be attractive to entrepreneurs, foster homegrown business development and retain local talent, create jobs, encourage private investment and increase wages.

Housing

Troy will maintain high quality construction standards for new housing development through adoption, review, and enforcement of codes and ordinances. The city shall protect the aesthetic value of all housing stock and neighborhoods, while committing to increasing housing choice and diversity.

Environment

Troy shall celebrate its natural heritage with innovative measures aimed at protecting the surrounding farmland and identifying future park spaces and by adopting green technologies and practices in its public operations and promoting them among private enterprises and individual citizens. Sustainable techniques will be incorporated into future designs.

Transportation

The city will invest in improving the condition of streets in older sections of the city, while focusing more on improving pedestrian facilities and options for alternate transportation in the city, such as sidewalk requirements for new development and redevelopments. Troy will also continue to improve access to schools, to mitigate overall congestion and improve safety for students and pedestrians alike.

Infrastructure

An adequate water supply and distribution system shall meet the needs of current and anticipated customers. Troy shall maintain a competitive rate structure with the surrounding areas, while maintaining compliance with current and anticipated future regulations.

Public Services

The City of Troy will pursue a farmers market to be located within the city limits; as Troy residents have successfully supported adjacent markets in Silex and Moscow Mills. Troy health care industries will continue to expand and city officials will seek to identify future locations for expansion, as well as business recruitment within the sector. Community services, such as the Powell Memorial library and neighborhood parks and trails, shall be enhanced for future generations. Current and future public transit options will be identified and improved upon.

These overarching long-term goals are important to all portions of the comprehensive plan. These goals are further detailed in the policy and action strategies within each section of the plan, and are summarized in a user-friendly implementation matrix at the end of the plan.

III. RELEVANT REGIONAL PLANS & STUDIES

Several studies and plans provide direction and establish a number of goals in key areas that impact Troy planning efforts.

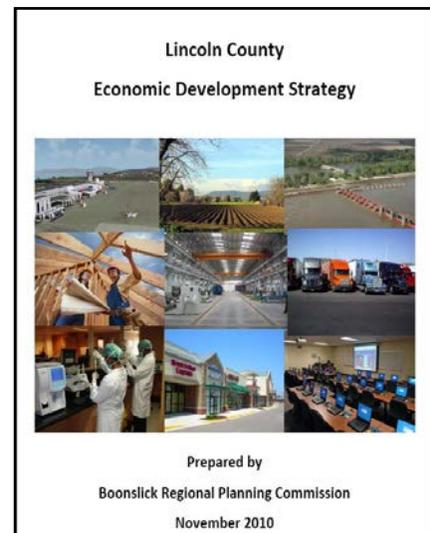
Lincoln County Economic Development Strategy

The Lincoln County Economic Development Strategy, prepared in 2010 by the Boonslick Regional Planning Commission, was created to guide the region's economic growth by fostering a more stable and diverse economy, assisting in the creation of jobs, and improving the overall living conditions in the County. Noted in the report are regional trends, including population and income growth rates below state averages, and higher average unemployment in the region than in the state. A disparity in employment sectors was also identified in the report, with a much higher proportion of the regional workforce in manufacturing and agriculture, forestry and construction than the state or national averages. The traditional dependence on declining industries, namely textiles and construction, has resulted in recent job losses across the region and necessitate a strategy to re-tool the labor force for new industries, equip localities with the infrastructure to attract new industries, and marketing of the region to attract businesses.

Information on the economy and demographics of the region was also updated in the report. Key strategies and priorities for the coming years were highlighted to provide essential actions for the upcoming years.

The report identified several goals and objectives to be targeted for attraction to and expansion in the Lincoln County Community. Among these are to:

- *Create an environment that encourages and accommodates ongoing private sector investment in Lincoln County.*
- *Educate, train, attract and retain a qualified labor force to support and accommodate economic growth within Lincoln County.*
- *Create a stable and diverse economic base that provides an array of employment opportunities, community amenities, and business opportunities for Lincoln County and its residents.*
- *To create a positive image and perception of Lincoln County, while increasing public support and awareness of economic development activities and benefits.*



Comprehensive Economic Development Strategy (CEDS)

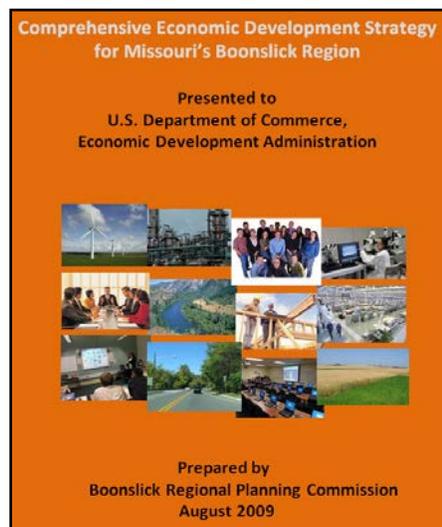
The main aim of the Comprehensive Economic Development Strategy (CEDS) process is “to create jobs, foster more stable and diversified economies, and to improve living conditions”. A CEDS report is required to qualify for Economic Development Administration (EDA) assistance under its public works, economic adjustment, and most planning programs, and is a prerequisite for designation by EDA as an economic development district (EDD).

This 2009 CEDS for the Boonslick Region is designed to guide the region’s economic growth by fostering a more stable and diverse economy, assisting in the creation of jobs, and improving the overall living conditions in Lincoln, Montgomery and Warren counties. It also provides a mechanism for coordinating the efforts of individuals, organizations, local government, and private industry concerned with the region’s economic development. This plan further integrates with the State’s economic development priorities and workforce investment strategies.

CEDS Goals & Objectives

I. Promote regional prosperity

- *Increased retention and expansion of existing businesses*
- *New business attraction and entrepreneurial development*
- *Diversified economic base*
- *Enhanced public private partnerships to address regional development needs*
- *Improved circulation of dollars within the region*
- *A trained workforce capable of meeting the needs of emerging technologies*
- *Expanded financing tools and incentives to fuel economic recovery*
- *Industry presence in emerging technologies and green industries.*
- *Increased international presence through export development*



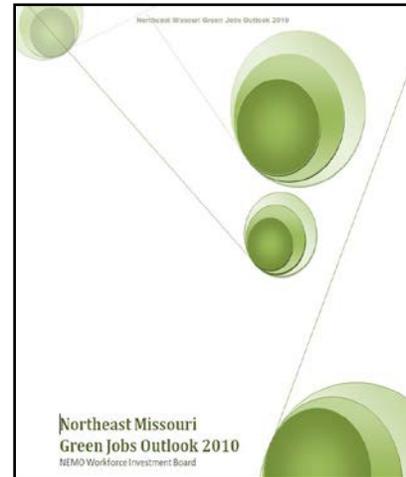
II. Plan for regional development

- *Orderly development of the region*
- *Ongoing infrastructure planning, financing and construction*
- *Housing opportunities for all population groups*
- *Development or redevelopment environmentally challenging sites.*

- *Coordinated infrastructure development within the region to support economic expansion.*

III. Preserve regional quality of life

- *Protection and preservation of the natural resources and beauty of the region*
- *Responsible use of the region's natural resources and agricultural opportunities*
- *Increased income potential for residents through education and improved job skills*
- *Balancing quality of life issues including clean air, clean water, safety, affordable housing, community amenities and services, with opportunities for economic expansion.*
- *Environmentally sound and energy efficient development*



City of Troy – Comprehensive Plan (1999)

Prepared by Harland Bartholomew & Associates in the spring of 1999, this Comprehensive Plan for the City of Troy served as a guiding document for recent influx in population growth and businesses in and around the City of Troy. The majority of the plan was geared towards attracting new services and industries which would cater to the boom of population new to the city. Several recommendations for transportation improvements have since been completed. Changes to zoning and land use policy were mentioned, but not key recommendations within the plan.

Northeast Missouri Green Jobs Outlook Report

In 2010, the Missouri Economic Research and Information Center (MERIC) and Missouri Department of Economic Development partnered with the local Workforce Investment Board to complete a local green skills gap analysis. The ultimate goal of this report was to obtain employment and training information so the Northeast Missouri workforce is able to fulfill current and future green employment demands. Key survey findings include:

- *Roughly $\frac{3}{4}$ of surveyed employers feel the region's workforce is either —"somewhat prepared or —not prepared" to meet skills needed for anticipated green jobs, thus demonstrating the potential opportunity for training investment. The most frequently-cited training methods for anticipated green jobs are on the job training and specialized, green-industry certification or training programs.*
- *Building/construction is the largest — "green sector" in northeast Missouri, pointing to a need to diversify employment opportunities during the current economic situation.*

- *Recycling and use of recycled products are the most cited green practices in the region, pointing toward possible opportunities in the recycling/salvage sector.*
- *Cost of implementation is the most often-cited barrier to green jobs expansion, after current economic conditions.*

Airport Feasibility Study

Beginning in 2006, the Lincoln County Industrial Development Authority (IDA) began to receive funds from the Missouri Department of Transportation (MoDOT) in order to conduct a study to determine the feasibility of undertaking a publicly sponsored airport in Lincoln County. An airport feasibility study was initially performed in 1988 to determine the level of aviation demand that was then present in Lincoln County. Although findings from that report pointed to sufficient demand, no further steps were taken beyond the scope of the study to meet the recommendations that were made for the development of an airport.

The objective of this most recent study was to research and present data based on current and future aviation demand that would demonstrate the need for a publicly-owned public-use airport in Lincoln County.

The report has since been approved by the FAA and MoDOT. Lincoln County, by virtue of this report, has sought inclusion of the Lincoln County Regional Airport into the National Plan of Integrated Airport Systems (NPIAS) and the Missouri State Airport System Plan.

In 2011, Lincoln County identified a location for the Regional Airport near the Village of Whiteside, south of the engineering school. The current proposition is for a 4,300 ft landing strip. At 5,550ft, the airport would be able to accommodate larger aircraft. Lincoln County is currently pursuing this avenue. A total of \$15,000 in private individual and local business contributions were pledged to cover the 10% cost for the Environmental study of the area. The Federal Aviation Authority and MODOT intend on paying for approximately 95% of the cost for land acquisition (500 acres).

IV. A HISTORICAL SNAPSHOT OF TROY

Tradition

The area that was to eventually become Troy was originally settled by Native Americans. By the time of white exploration and settlement, the area was occupied by Sac and Fox tribes. The first white visitors to the Troy area were Louis Joliet and Jacques Marquette, Jesuit priests who explored the upper Mississippi River in 1673. The area that would eventually become Troy changed hands from French, to Spanish, back to French before finally being sold to the United States in 1803 as part of the Louisiana Purchase. The first settlers to Troy came while the area was still under Spanish control.

Warren Cottle was a merchant from Woodstock, Vermont who had heard of the warm, dry climate that the west had to offer. He set out for St. Louis in 1798, went west to St. Charles and explored the forested area to the north that would later become Lincoln County. He returned to Vermont and told his family about the fertile, forested area he had seen in the west, and encouraged his family to join him in settling the area he explored. Warren returned immediately to St. Charles and started his new life there. Warren's brother Joseph Cottle and his son-in-law Zadock Wood decided to follow in Warren's footsteps and move west in 1801. They brought with them a group of nearly 100 people, and arrived at St. Charles in August, 1801. Most of the group decided to stay near St. Charles, but Joseph Cottle, Zadock Wood and their families decided to press onward towards the northwest. They encountered Christopher Clark and his unfinished cabin, several days later, and then proceeded north to a spring that was to become the center of Troy, Missouri. The two families settled near the spring, and the community that was to become Troy began.

The name for the settlement was given in 1802 by a grocer named Joshua Robbins, who suggested Troy, based on the legendary Greek city of the same name. The settlement continued to grow over the next ten years as the area came under American control and attracted new settlers.

Conflict grew between local whites and the Native Americans, culminating during the War of 1812. The famous Sauk chief Black Hawk organized a raid into the area. Major Clark set up two forts during the war, Clark's Fork and Wood's Fort located near the spring in present day Troy. Although the skirmishes were relatively minor, it did serve to unite the scattered settlers of the area. The site of Wood's Fort is preserved as a city park in Troy today.

Transition

As the area grew, the need for separate local government was seen, since the area was a significant distance from St. Charles, the local seat of government. Lincoln County was created by an act of the Missouri Legislature in 1818, when the area was split from St. Charles County, which at the time extended theoretically to the Pacific Ocean. An area roughly 24 miles square was portioned from St. Charles County. Major Clark proposed naming the county after Linkhorn County, North Carolina where he was born, but the county was recorded as "Lincoln" by the clerk, and the name stuck.

In 1819, the town was surveyed and laid out into 200 lots with four main streets. The settlement had grown enough by 1825 that the Missouri Legislature incorporated Troy as a village. In 1839, Troy

became a town, and the community was incorporated as a fourth-class city in 1881, a status the community still has today.

The original Lincoln County seat was located in Monroe (present-day Old Monroe), however, this was inconvenient for most of Lincoln County's residents, as Monroe was in the far southeast corner of the county. From 1822 to 1828 the county seat was moved to Alexandria, and in 1829 the county seat was moved permanently to Troy, due in large part to the spring located in the town, securing the village's future importance within Lincoln County.

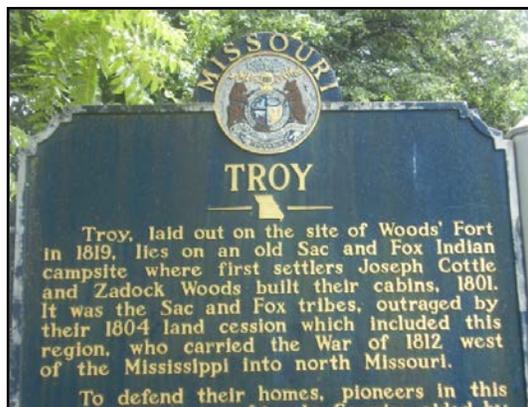
In 1839, the first Town Board of Trustees was elected, and municipal government began. The first ordinance called for a fee of \$5 paid by traveling performers who put on a show within the city limits. As the 1840s and 1850s progressed Troy continued as a local center of government and trade for Lincoln County, and was affected by larger trends sweeping the nation at the time. The 1849 Gold Rush sent many young men to find their fortunes in California, and the tension leading up to the Civil War could be felt in Troy as well.

At war's end, Troy returned to normal and continued its development through the 1870s and 1880s. The town contained tanneries, blacksmiths, pharmacists, jewelers, hotels, general stores, and stables during this time, establishing the community's role as the trade center for Lincoln County. In 1884, the community installed a gas lighting system on Main Street, and the system was upgraded in 1904 when the first municipal electric generator was installed bringing electric lighting to the community.

The first public school was established in Troy in 1837 with the opening of the Lincoln Academy, an elementary school. The school was established by Alexander S. Buchanan as Buchanan College. It continued as a private institution until it was sold to the Troy Public School District in 1905, and became Buchanan High School.

By 1900, the community had grown such that the need for a permanent law enforcement official was needed, and the community established a salaried police force. The first public water service was established in 1912, bringing drinking water into people's homes for the first time. At the same time, the United States was driving into the automobile age, and with it, paving roads became a priority. Troy paved its main street in 1914, and the same year saw the first auto dealership was established in the community.

Troy enjoyed prosperity with the rest of the country during the 1920s, seeing the development of its first factory, the Climax Specialty Company, and the development of the first municipal wastewater treatment plant in 1929. The sewer system had one unexpected and unfortunate consequence, however. During blasting along Main Street for the sewer, the flow of the town spring was disrupted, and no longer bubbled to the surface, destroying the resource that gave the community its beginning.



After several attempts to bring the spring back to the surface failed, the community had to move on without its traditional gathering place.

World War II put an end to the Great Depression, and Troy sent many of its young men off to serve in Europe and the Pacific. Troy continued its growth during the 1940s, and saw the people of Troy vote for the creation of Lincoln County Memorial Hospital in 1946, with the hospital opening in 1953. As the 1950s and 1960s continued, Troy experienced slow, but steady growth. A major development occurred in 1973, with the re-routing of Highways 61 and 47 in Troy, leading to the development of the Lincoln County Shopping Center, a major retail plaza within the community.

Today

The 1980s saw the first stoplights installed, the first fast-food chains established, and the continued growth of the area. Since 1990, Troy has seen rapid residential, commercial and industrial growth. Like many cities west of the Missouri River, Troy experienced a population boom after the millennium. That population growth set the pace for progress in this small-town community that has country comforts and suburban amenities.

Young families and retirees alike are attracted to Troy because of its affordable new homes, award-winning school district, low crime rate, and overall rural serenity. The quality of life in Troy is enhanced by the city's recreation and shopping opportunities, but there is need for additional shopping opportunities.

Troy's historic downtown business district offers a rare shopping experience incomparable to modern strip malls. Just as it was the center of activity in the 1800s, Main Street is still the hub of city festivities today. The city's largest concentration of businesses and restaurants is conveniently located along State Highway 47. Troy has about 400 businesses – including more than 40 eateries, restaurants, and bar and grill establishments.

TROY AND THE EAST CENTRAL MISSOURI REGION

Demographics and Socio-Economic Indicators

The table below offers a regional snapshot of population data for Troy, Lincoln County, and the surrounding Missouri counties. All localities in the area have grown in population since the 2000 census. Totals suggest substantial growth in Lincoln County, as well as for the surrounding region. The City of Troy remains the fastest growing city in Lincoln County, showing a population increase of + 56.5% since the 2000 census. The city has almost tripled in size since 1990.

Table 4.1 – Total Population

	1990	2000	2010	Percent Change 1990 to 2000	Percent Change 2000 to 2010
Troy	3,811	6,737	10,540	+ 76.8%	+ 56.5%
Lincoln County	28,892	38,944	52,566	+ 34.8%	+ 35.0%
Pike County	15,969	18,351	18,516	+ 14.9%	+ 0.9%
Warren County	19,534	24,525	32,513	+ 25.6%	+ 32.6%
Montgomery County	11,355	12,136	12,236	+ 6.9%	+ 0.8%
St. Charles County	212,907	283,883	360,485	+ 33.3%	+ 27.0%
State of Missouri	5,117,073	5,595,211	5,988,927	+ 9.3	+ 7.3

Source: United States Census, 2010

Population projections to 2030 indicate that Lincoln and Warren County are expected to increase substantially in population, while other adjacent counties can expect a modest increase. Broadly, the region is expected to grow much more quickly in the coming decades than the State of Missouri’s 12.8% projected population growth rate.

Table 4.2 – Population Projections

	2010	2020	2030	Percent Change 2010 to 2030
Lincoln County	56,010	74,529	91,294	+ 63.0%
Pike County	18,589	18,669	18,728	+ 0.7%
Warren County	32,377	40,174	46,241	+ 42.8%
Montgomery County	11,881	11,727	11,513	+ 3.1%
St. Charles County	364,607	439,068	499,126	+ 36.9%
State of Missouri	5,979,344	6,389,850	6,746,762	+ 12.8%

Source: Missouri Office of Administration - March, 2008

The general educational level of a population is a key social characteristic due to how closely education is tied to other economic statistics. As of 2000, Troy had a slightly lower percentage of the population



with a high school diploma than much of the surrounding region, but a somewhat higher percentage with a bachelor's degree than many of the surrounding counties. As a whole, however, the region tends to have a much lower level of educational attainment than Missouri; especially in regards to graduate and professional degrees.

Median household income data are listed in the table below. While 2009 data are not available for Troy specifically, one can see that the community has historically had a median income level slightly higher than that the counties in the region, and that the region has typically had a similar median income level than the broader state average.

	2000	2009	Percent Change 2000 to 2009
Troy	\$40,332	N/A	N/A
Lincoln County	\$42,592	\$50,795	+19.3%
Pike County	\$32,373	\$38,971	+20.4%
Warren County	\$41,016	\$49,201	+20.0%
Montgomery County	\$32,772	\$40,878	+13.7%
St. Charles County	\$57,258	\$68,669	+20.0%
State of Missouri	\$37,934	\$45,149	+19.0%

Source: United States Census, 2000 and ACS 2009

Looking at income by average weekly wage across all industries in the region (below), Troy and Lincoln County have been in the “middle of the pack” regionally, but still lag far behind the average for Missouri as a whole.

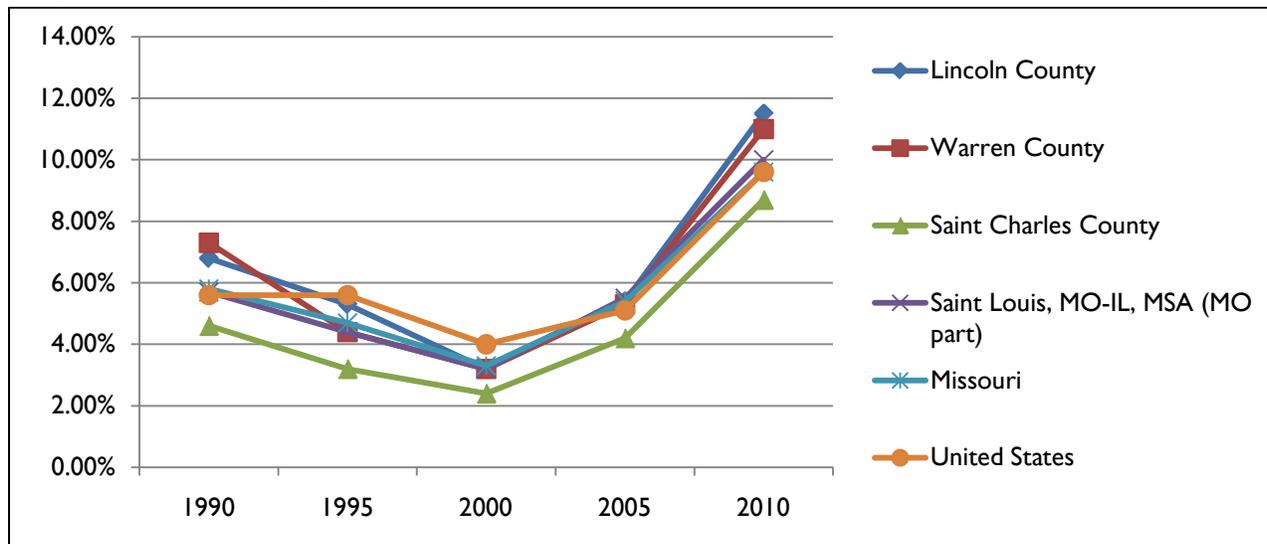
	2009
Troy	
Lincoln County	\$32,239
Pike County	\$28,510
Warren County	\$30,303
Montgomery County	\$26,001
St. Charles County	\$36,890
State of Missouri	\$40,024

Source: MERIC, Quarterly Census of Employment and Wages, data for calendar year 2009

Other data add depth to the regional picture. The chart below illustrates the unemployment rate from the Bureau of Labor Statistics since 1990 for Lincoln County, Regional Counties, the Saint Louis, MO-IL MSA (the Missouri geography), and the State of Missouri. The data indicate that unemployment numbers

have followed a general downward trend in the broader region and state, with spikes in unemployment in the early 2000s to the present day economic recession. Lincoln County tends to have a markedly higher unemployment rate than the state, other surrounding counties, and even the country as a whole.

Graphic 4.1 – Unemployment Rate

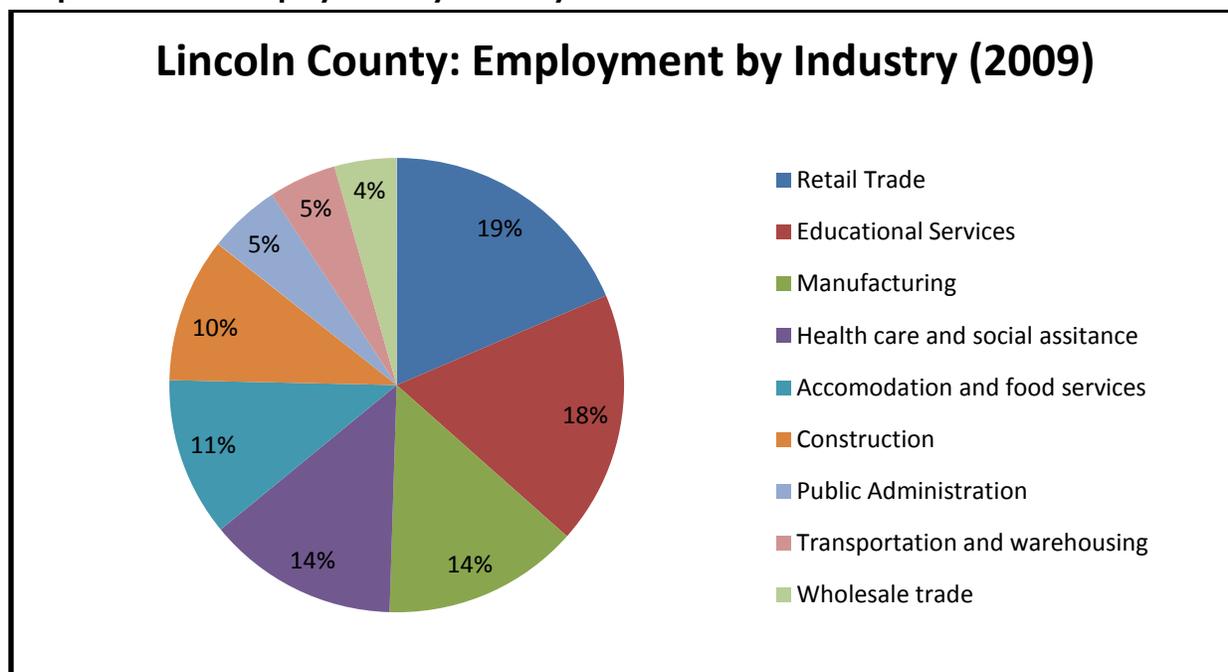


Source: MERIC, Local Area Unemployment Statistics (LAUS) 2010

The table below lists the percentage of families below the poverty level for Troy, Lincoln County, and the surrounding counties. Regionally, both Troy and Lincoln County have tended to have a smaller percentage of families below the poverty level than most other counties in the region, as well as a smaller rate of families in poverty as compared to the State of Missouri.

The East Central Missouri Economic Development Alliance produces economic profiles for the Missouri counties of Lincoln, Montgomery, and Warren. Lincoln County itself has an economy predominantly based in the broad categories of service, government and manufacturing sectors, as shown in the graphic below.

Graphic 4.2 – Unemployment by Industry



Summary Trends and Implications

The data and trends above present important considerations for Troy policymakers and their work both locally and regionally. Several of the area trends, including rising population growth, moderately high unemployment and poverty rates, and the heavy economic dependence on manufacturing, can be addressed simultaneously by certain policies:

- Regional demographic trends indicate far higher population growth for the City of Troy and Lincoln County than in the state as a whole. Policies aimed at retaining young adults in the community and providing additional services to incoming families and retirees will be important.
- Education is the foundation for the quality of life and economic development in an area. The low regional education levels (professional and graduate degrees) relative to state averages demand a focus on a range of policies to address the issue from different angles. Support for increasing educational opportunities in the community, particularly in workforce training, will be crucial. Policies to retain educated locals and attract those who have left to return will also be a part of the mix.
- The historical emphasis on manufacturing in the region leaves it vulnerable as the global economy continues to shift. A reorganization of the regional economy to a more diverse and balanced economic base will be key. Continued emphasis on workforce training and education programs will re-tool locals for jobs in other sectors of the new economy.
- *The Strategic Initiative for Economic Growth*, spearheaded by the Missouri Department of Economic Development, was created to identify a clear path for growth in the Missouri economy. The

Comprehensive Plan 2012

Initiative will engage representatives from business, labor, higher education, and economic development across the state to chart a path for transforming the Missouri economy into a long-term, sustainable, 21st century growth economy. Upon completion of the process, the final Initiative plan will identify a vision and mission for transforming the Missouri economy within 5 years.

V. COMPREHENSIVE PLANNING ELEMENTS

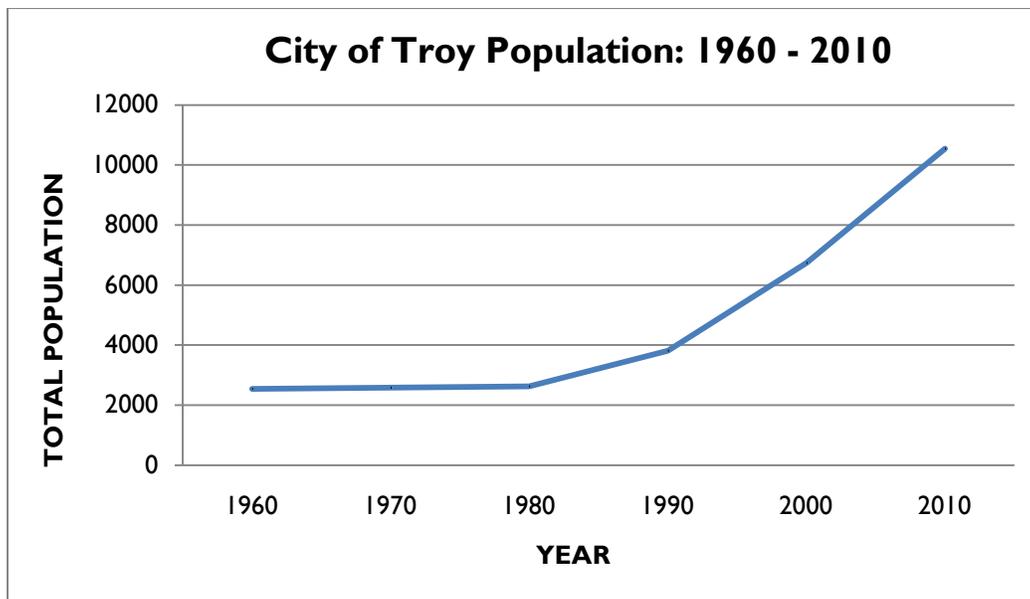
PEOPLE, NEIGHBORHOODS, & HOUSING

Troy citizens have often cited the friendliness of community residents to be one of the great assets of the city. Similarly, many of the existing city neighborhoods possess a strong established quality that reflects the community history and gracious “small-town” character. It is important to view these characteristics as assets to be enhanced and preserved as Troy moves forward.

People and Population

When glimpsed over the last 50 years, the Troy population appears to have skyrocketed somewhat from its 1960 level of 2,352 to its 2010 number of 10,540, with a period of relatively little population change in the 1960s and 1980s. The period between 1980 and 2010 shows a spike in population, attributable to the westward expansion of residents from the St. Louis Metropolitan area.

Graphic 5.1 – City of Troy Population, 1960-2010



Source: United States Census, American FactFinder

The next chart compares data from Troy and Lincoln County, with both localities registering an increase in population from 2000 to 2010. This trend can be seen in several of the surrounding counties as well. Available data on the population composition is also shown. Based on 2000 numbers, the composition of Troy’s population appears similar to that of Lincoln County. Age distribution is comparable, though a slightly larger proportion of Troy’s population is 65 or older. Racial composition of the population, as of the year 2010, appears unequally distributed between white and African-American in both Troy and Lincoln County, where whites are a larger proportion of the population. The general education levels are similar between Troy and Lincoln County, though there is a higher percentage of persons with at

least a bachelor’s degree in Troy. As discussed previously, this trend is reflected when comparing Troy to other surrounding counties.

Table 5.1 – DEMOGRAPHIC SNAPSHOT		<i>City of Troy</i>		<i>Lincoln County</i>	
		2000	2010	2000	2010
Total Population		6,737	10,540	38,944	52,566
Percent Change in Population (2000-2010)		+ 56.5%		+ 35.0%	
Median Age (2010)		31.1		35.1	
Population by Age Group	0-19 yrs	2,203	3,461	12,716	16,122
	20-64 yrs	3,550	5,836	22,040	30,729
	65+ yrs	894	1,243	4,188	5,715
Racial Composition	White	6,273	9,751	37,331	49,938
	African-American	155	324	765	984
	Hispanic	99	313	370	1,032
Educational Attainment (population 25 years and over)	Percent less than high school degree	21.7%	*N/A	23.7%	*N/A
	Percent with only high school degree	36.8%	*N/A	42.8%	*N/A
	Percent bachelor’s degree of higher	14.9%	*N/A	9.7%	*N/A

Source: United States Census, American FactFinder

**This information is no longer collected by the United States Census Bureau. This information can be analyzed in the American Community Survey (ACS) released every five years. However, the ACS is only analyzed for communities with a population above 50,000.*

Population Projections

The population of Troy has mushroomed in recent years, transforming Troy from a rural county seat, surrounded by a primarily agricultural area, to a fast-growing suburb at the edge of the St. Louis Metropolitan area. Trying to judge what Troy will look like in five years, let alone ten to twenty is a major challenge. Currently, Troy is one of the fastest growing cities in the state, when looking at either percentage or numerical gain. The next chart demonstrates these facts. Wright City saw the sixth highest percentage gain among municipalities in Missouri from 2004-2005. This is especially impressive, considering that with the exception of Wentzville, most cities on the list were significantly smaller than Troy. At the same time, Troy also saw the eighth largest numerical increase of any Missouri city as well. Its increase of 914 residents between 2004 and 2005 is especially significant when looking at the size of the other cities on the list. Troy’s numerical growth exceeded the growth of St. Charles and Kansas City, both cities being significantly larger in both area and population.



Table 5.2.1 – Population Change (% change)			
Place	July 2005	July 2004	% chg
Wentzville	17,988	14,639	22.9
Lone Jack	697	596	16.9
Oronogo	1,831	1,573	16.4
Battlefield	3,612	3,175	13.8
Wright City	2,440	2,196	11.1
Troy	9,862	8,948	10.2
Cottleville	2,333	2,130	9.5
North Kansas City	5,388	4,920	9.5
Dardenne Prairie	6,984	6,420	8.8
Loma Linda	601	553	8.7

Source: United States Census, American FactFinder

Table 5.2.2 – Population Change (# change)			
Place	July 2005	July 2004	# chg
Wentzville	17,988	14,639	3,349
O'Fallon	69,694	67,008	2,686
Columbia	91,814	89,803	2,011
Lee's Summit	80,338	78,621	1,717
Nixa	15,925	14,716	1,209
Blue Springs	53,099	51,910	1,189
Raymore	15,530	14,449	1,081
Troy	9,862	8,948	914
St. Charles	62,304	61,450	854
Kansas City	444,965	444,199	766

Source: United States Census, American FactFinder

Estimating the population for the City of Troy is contingent on several factors. First, the geographic expansion of the city can impact population growth. Secondly, the infrastructure capacity could restrain growth below market demand. And finally, the economic vitality and housing market of the nation, state and region will have a direct bearing on population growth, because the primary component of growth is in-migration from the St. Louis metropolitan area. Inflation, limitations on raw materials, increasing interest rates, and increasing fuel prices could negatively impact the predicted growth trends.

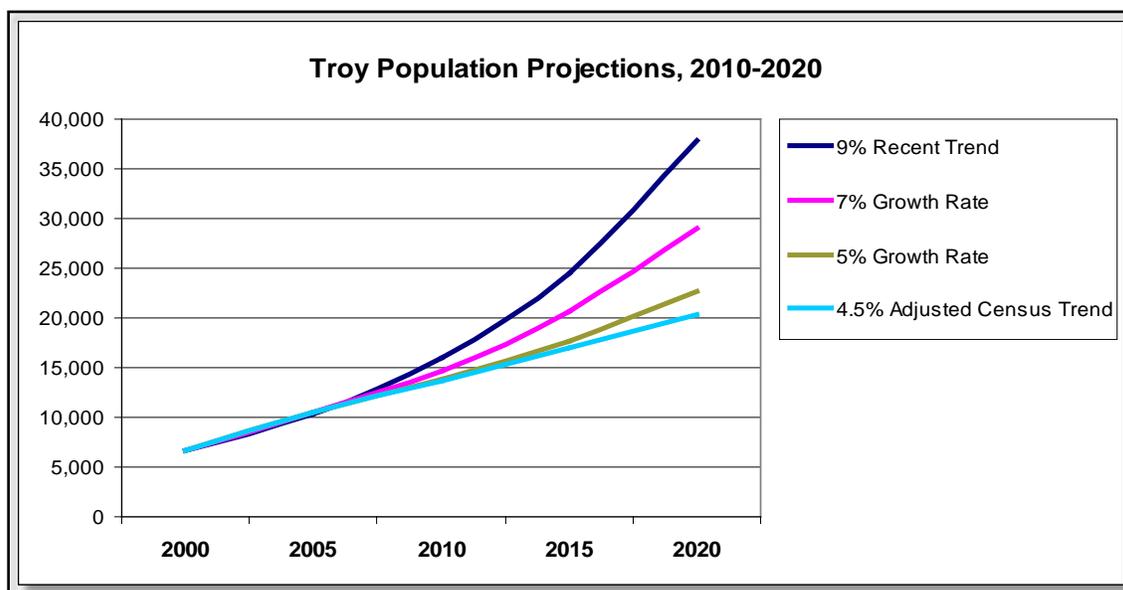
The census projection of 4.5% annual growth is calculated by averaging the growth of Troy over the past fifteen years. This projection is probably unrealistic, given the average growth rate of Troy since the year 2000 far exceeds the 4.5% the U.S. Census Bureau estimates. Given the Census Bureau estimate, Troy's population would be around 20,000 people by the year 2020. At the same time, the question must be asked whether Troy will be able to continue its 9% annual growth rate of recent years. A growth rate of 9% would place Troy's population at roughly 38,000 people by the year 2020. This is

significantly higher than the Census estimate for the same time period. Factors that will influence Troy's growth include potential annexation of land into the city, the density of growth within the city, continued economic growth of the area, and the state of the housing market.

More plausible population projections may see Troy would fall between the five and seven percent range. If Troy maintained a 7% growth rate through 2020, its population would reach nearly 30,000 by that time. A 5% growth rate would lead to a population of around 23,000 by 2020. The final chart details a population projection based on a population density model. The density model assumes a 3.5% annual growth rate in land area, and a 1% growth rate in population density. This is the recommended growth projection for planning purposes. The difference in projections between the density model and the census model can be seen. It is important to note the most recent economic recession and the high unemployment rates associated with this particular economic downturn. It is plausible that projections associated with this density model are higher than their actual state.

Although these are just estimates, it is safe to say that Troy will experience significant growth in the years to come, as people continue out-migration from the more urbanized areas of the St. Louis region.

Graphic 5.2 – Troy Population Projections



**Population projections in Graphic 5.2 above are derived from recent and long-term growth rates from 1990 – 2007. Different growth rates are used to create low, medium and high projections, from the 4.5% annual growth between the 1990, 2000, & 2010 censuses, to the 9% annual growth rate seen in recent years.*

Housing and Neighborhoods

The importance of housing in a community cannot be overstated. Housing not only provides shelter, but also a connection to a neighborhood. The purchase of a home is the largest and most important purchase most families make. The housing industry is a major contributor to the local and national economy. In many ways, the housing industry depends on the local government. Property taxes are a

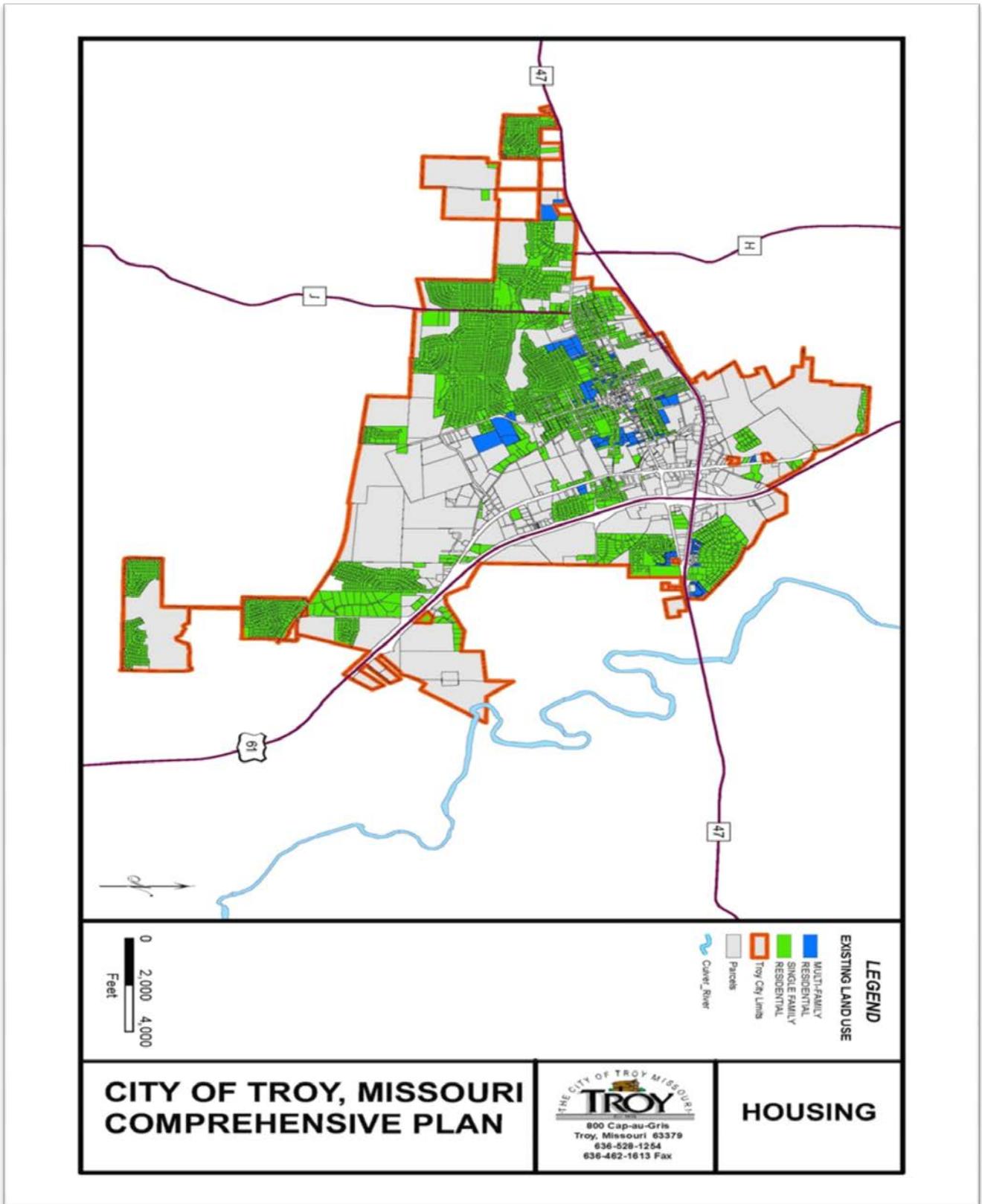
primary contributor to local government; while a large part of local government resources are used providing services to the households of a community. A complete community has a variety of housing choices available to its residents. In recent years, Troy has seen a dramatic increase in the amount of housing available to its residents.

While the vast majority of housing in Troy is composed of detached, single family units, 23% of the housing stock in Troy is composed of multi-family units. Based on 2000 Census data, 38% of Troy's housing had been constructed within the past 10 years, and 55% had been constructed in the previous twenty years. The amount of new home construction in Troy has increased dramatically since the year 2000. Annual residential construction permits doubled between the years 2000-2005. In 2000, 122 permits for new residential construction were issued. By 2005, 291 permits for new construction were issued. Although the housing market slowed considerably nationwide in 2006, Troy issued 210 permits during that year, still significantly higher than all but two of the previous six years. Since 2000, 1342 permits for new homes have been issued in Troy. It is safe to assume that the vast majority of Troy's current housing stock has been built since 1980, with a significant portion of Troy's available housing having been built during the past six years.

Affordable housing is an important component of a community. The availability of affordable housing affects the ability of residents to live and work in the same community. Additionally, while the value of a home in Troy has increased since the year 2000, one of the main attractions of Troy is the affordability of its housing. However, the cost of renting in Troy is of some concern. While the largest percentage (45%) of rents in Troy are under \$500 a month, the largest percentage of Troy's population spends over 35% of their income on gross rent. It is generally agreed that no more than one-third of an individual's income be spent on housing, yet a large amount of Troy's residents spend considerably more than that on rent alone. As commercial and industrial growth continues in Troy, the new jobs created will attract low and medium-wage earners.

The availability of affordable housing will affect the continued commercial and industrial growth of Troy. Affordable housing is not limited to large government housing projects. More often, affordable housing is single-family units that are affordable to the average wage-earner. Affordable housing means that someone can afford a place to live, support their family, and pay their bills. A commitment to all types of housing makes the community a more distinctive and attractive place to live, and helps create a more vibrant local economy.

Looking at general housing data, some similarities are found in some measures between Troy and Lincoln County, particularly in average housing age, average household size, and median family income. A



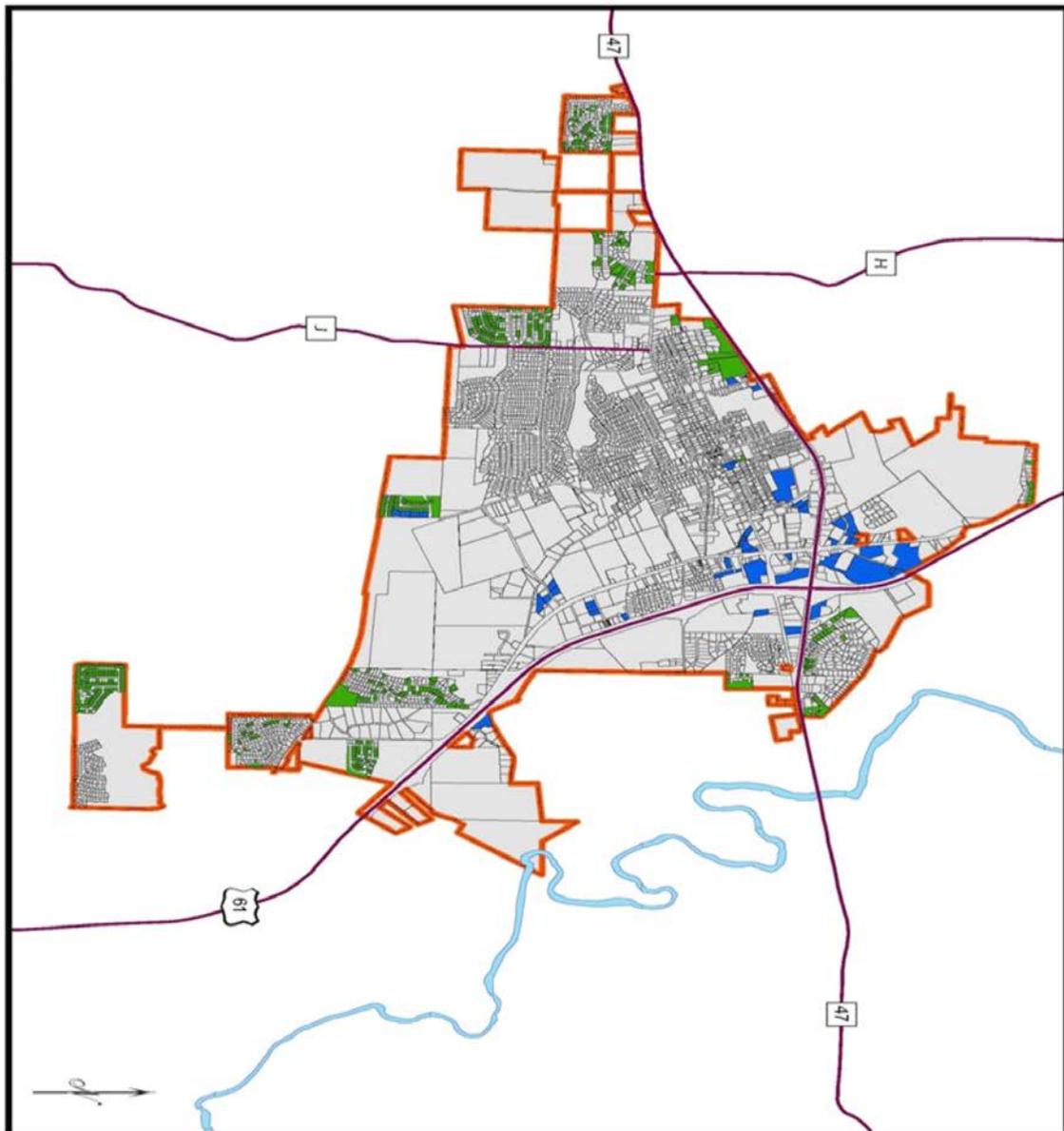
significantly lower percentage of owner-occupied units existed within Troy than in the County, but a high degree of stability was found in Troy neighborhoods, with 92.8% of the total housing units occupied.

Table 5.3 – HOUSING SNAPSHOT		City of Troy		Lincoln County	
		2000	2010	2000	2010
Total Housing Units		2,623	4,141	15,511	21,011
Occupied (%)		95.1%	92.8%	89.3%	90.0%
Vacant		4.9%	7.2%	10.7%	10.0%
Owner-Occupied		64.6%	67.2%	80.8%	79.0%
Renter-Occupied		35.4%	32.8%	19.2%	21.0%
Other Income and Housing	Median Family Income	\$46,818	*N/A	47,747	*N/A
	Per Capita Income	\$17,666	*N/A	17,149	*N/A
	Median HH Income	\$40,332	*N/A	42,592	*N/A
	Median Gross Rent	\$455	*N/A	\$460	*N/A
	Average Age of Units	25.5 years	*N/A	26.0 years	*N/A
	Average Household Size	2.55	2.67	2.77	2.75
Median House Value (owner-occupied)		\$92,900	*N/A	\$102,200	*N/A

Source: United States Census, American FactFinder

**This information is no longer collected by the United States Census Bureau. This information can be analyzed in the American Community Survey (ACS) released every five years. However, the ACS is only analyzed for communities with a population above 50,000.*

The physical development pattern of Troy is typical of many small North American cities with a dense, historic downtown commercial and industrial core, old and new residential neighborhoods on small lots immediately surrounding the downtown, post-World War II commercial development along major entryways at the community periphery and newer suburban residential neighborhoods on larger parcels along other portions of the community fringe. Also like many small communities, the commercial energy of Troy, once concentrated in the historic downtown, has expanded to outlying commercial areas adjacent to the highways and interstates.



- LEGEND**
- EXISTING LAND USE**
- VACANT COMMERCIAL LOTS (Blue)
 - VACANT RESIDENTIAL LOTS (Green)
 - Troy City Limits (Orange outline)
 - Parcels (Grey)
 - Caveir River (Light Blue)

**CITY OF TROY, MISSOURI
COMPREHENSIVE PLAN**

THE CITY OF TROY MISSOURI
TROY
800 Cap-au-Gris
Troy, Missouri 63379
636-528-1254
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**VACANT
LOTS**

Challenges and Opportunities

As noted above, the total population of Troy and much of the region is rapidly increasing. Furthermore, the median age of both Troy and Lincoln County is higher than the Missouri median age by about five years, indicating an older population than in many communities. Taken together, these indicate the need for Troy to consider policies that retain people in the community, particularly young people.

Looking at Troy neighborhoods, many are well-established, and it is essential to maintain the quality of these neighborhoods and improve those that are distressed. Some neighborhoods face challenges related to general property upkeep and maintenance, as expressed by the Task Force in public workshops, and the city should aggressively enforce code's and policies and consider other measures to improve the overall quality of these areas. Neighborhood groups can be instrumental liaisons between the city and neighborhood residents in these areas.

Future development should respect and follow the development patterns set by established Troy neighborhoods, with new development first occurring as compatible infill to strengthen existing neighborhoods before expanding into areas that are logical growth areas surrounding the city. Policies for residential development should emphasize connections to community facilities, walkability, and efficient use of existing infrastructure where possible.

Housing diversity, both in terms of housing type and cost, was identified as a strong need by many in public workshops. In particular, high-quality apartments and rental units, and housing that is affordable for young professionals and seniors, were cited as key needs in Troy.

Guiding Policies and Actions

The following policies are recommended to guide decisions impacting people, housing and neighborhoods in Troy. Each policy is followed by a number of specific actions that will help the city implement its policies.

People and Neighborhoods - Policies and Strategies	
PN1. Troy neighborhoods contribute significantly to the community character and the quality of life. They should be maintained and enhanced to provide a safe, healthy environment for residents. New structures in existing neighborhoods or new in-fill residential developments should respect the surrounding building development patterns and complement the architectural qualities of existing buildings. New housing developments outside of the downtown center should respect and conserve environmental features and should connect to the overall city street network.	
Strategy I.1:	Promote reinvestment in older Troy neighborhoods by prioritizing neighborhoods for revitalization. Create neighborhood groups or work with homeowner associations to develop neighborhood “master” plans for targeted areas and establish housing rehabilitation programs to address vacant or foreclosed properties and promote redevelopment/revitalization opportunities.
Strategy I.2:	Encourage private neighborhood improvement initiatives to revitalize the housing inventory. Support the work of neighborhood associations, adopt-a-street programs, community gardens and others initiatives. Provide in-kind support where appropriate; consider a future neighborhood grant program to facilitate small projects.
Strategy I.3:	Work with property owners and neighborhood groups to encourage proactive property maintenance and promote neighborhood pride and investment. Work cooperatively to eliminate blighting influences and address building maintenance and other code enforcement issues. Facilitate and streamline communication between the city’s Building Department and citizens to ensure effective reporting and response to property maintenance issues.
PN2. The long-term success of a community depends on maintaining a broad cross-section of diverse age groups. In particular, young adults and families are important participants in the vitality and future of Troy. Efforts to attract and retain young adults and families in the community should be expanded.	
Strategy 2.1:	Retain graduating seniors in the region by expanding work opportunities for youth in local government, public institutions, and businesses. Offer youth internships to city residents. Promote career and training opportunities through community postings and counseling in conjunction with the Lincoln County Schools and the Missouri Career Center.
Strategy 2.2:	Pursue a Parks and Recreation Master Plan with Lincoln County to identify recreational activity needs for children and young adults. Encourage participation of the area’s churches and sports organizations. Encourage coordination of programs and promote cooperative efforts.
Strategy 2.3:	Encourage the expansion of quality child care facilities by private organizations. Provide leadership to and work with community groups, organizations and businesses to facilitate increased opportunities for child care.

PN3. The availability of a diversity of housing types and price ranges is important to the overall health and sustainability of Troy. A variety of quality housing options is needed to sustain desirable residents and attract new ones.	
Strategy 3.1:	Encourage private initiatives to develop quality housing options, particularly in the downtown area in the form of upper floor units above ground floor commercial uses. Consider incentives that may assist development such as façade improvement grants, historic tax credits, or other programs.
Strategy 3.2:	Encourage the development of affordable live-work facilities for artists and other professionals in or near downtown. Work with downtown and artisan organizations to identify priority projects for underutilized buildings. Facilitate development opportunities through in-kind support, solicitation of funding, and use of other economic assistance tools.

EDUCATION AND HEALTH

Troy is the largest city in Lincoln County and has been established as a regional hub of certain activities, particularly education.

Schools

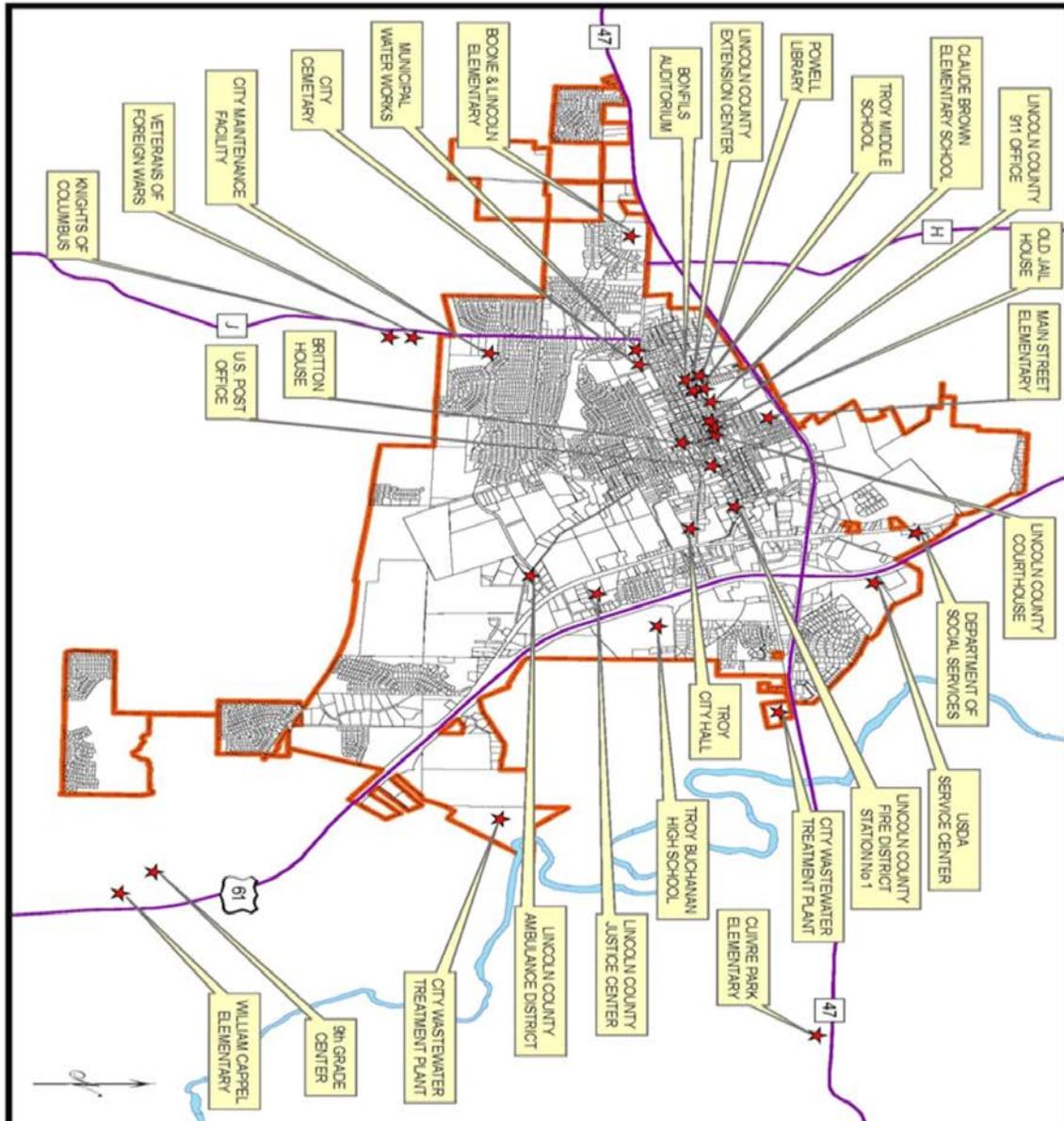
Public schools in Troy are part of the Lincoln County Public School system, and Troy itself is home to three (3) elementary schools, one (1) middle school and one (1) high school serving Lincoln County. All schools are accredited through the Missouri Department of Education. The Lincoln County R-III School District encompasses 11 campuses with approximately 650,000 square feet of facilities. District campus locations are in Troy, Moscow Mills and Hawk Point. The Early Childhood Center, Main Street Elementary, Boone Elementary, Lincoln Elementary, Troy Middle School, and Troy Buchanan High School are within Troy.



A number of highly recognized programs and additional educational opportunities are available to students through the school system. A number of regional college programs are available to support the faculty and staff members of the public schools. In 2011, Lincoln Elementary was named a National School of Character. Only 38 public schools across the nation received the honor. Lincoln Elementary will serve as models and mentors for other Elementary schools throughout the region.

Missouri's Outstanding Schools Act of 1993 established provisions for the implementation of a grant award program to institute *A+ Schools* and improve the education of high school students within the State of Missouri. The Lincoln County R-III School District received *A+ Schools* designation in April 2010 and each succeeding year may be eligible to participate in the *A+ Schools* Financial Incentive Program. The funding for the financial incentives is dependent upon Troy Buchanan High School maintaining its *A+ Schools* status and the availability of state appropriations from the Missouri General Assembly.

Data on school enrollment for the full public school system indicates an increase in district attendance of 179 students every year since 1990. Enrollment projections indicate that the upward trend will continue through 2014. Currently, there are a total of 1,397 students attending Troy Buchanan High School and 1,385 students enrolled in Troy Middle School.



LEGEND

- Troy City Limits
- Parcels
- Other River

**CITY OF TROY, MISSOURI
COMPREHENSIVE PLAN**

THE CITY OF TROY MISSOURI

 800 Cap-au-Gris
 Troy, Missouri 63379
 636-628-1254
 636-462-1613 Fax

**SCHOOLS,
GOV'T BUILDINGS,
& ORGANIZATIONS**

Higher Education

Surrounding the City of Troy, many postsecondary educational opportunities are available for regional residents. There are eleven (11) colleges and universities within a two-hour drive from the City of Troy.

Several other higher education opportunities exist near the Troy region. Troy is situated near three (3) Missouri community colleges, East Central College (45 miles to the south), St. Charles Community College (30 miles to the southeast), and St. Louis Community Colleges (40 miles to the southwest). Lindenwood University and Missouri Baptist University are two other great options for Troy residents, as their respective satellite facilities are located in close proximity to the city.

Libraries

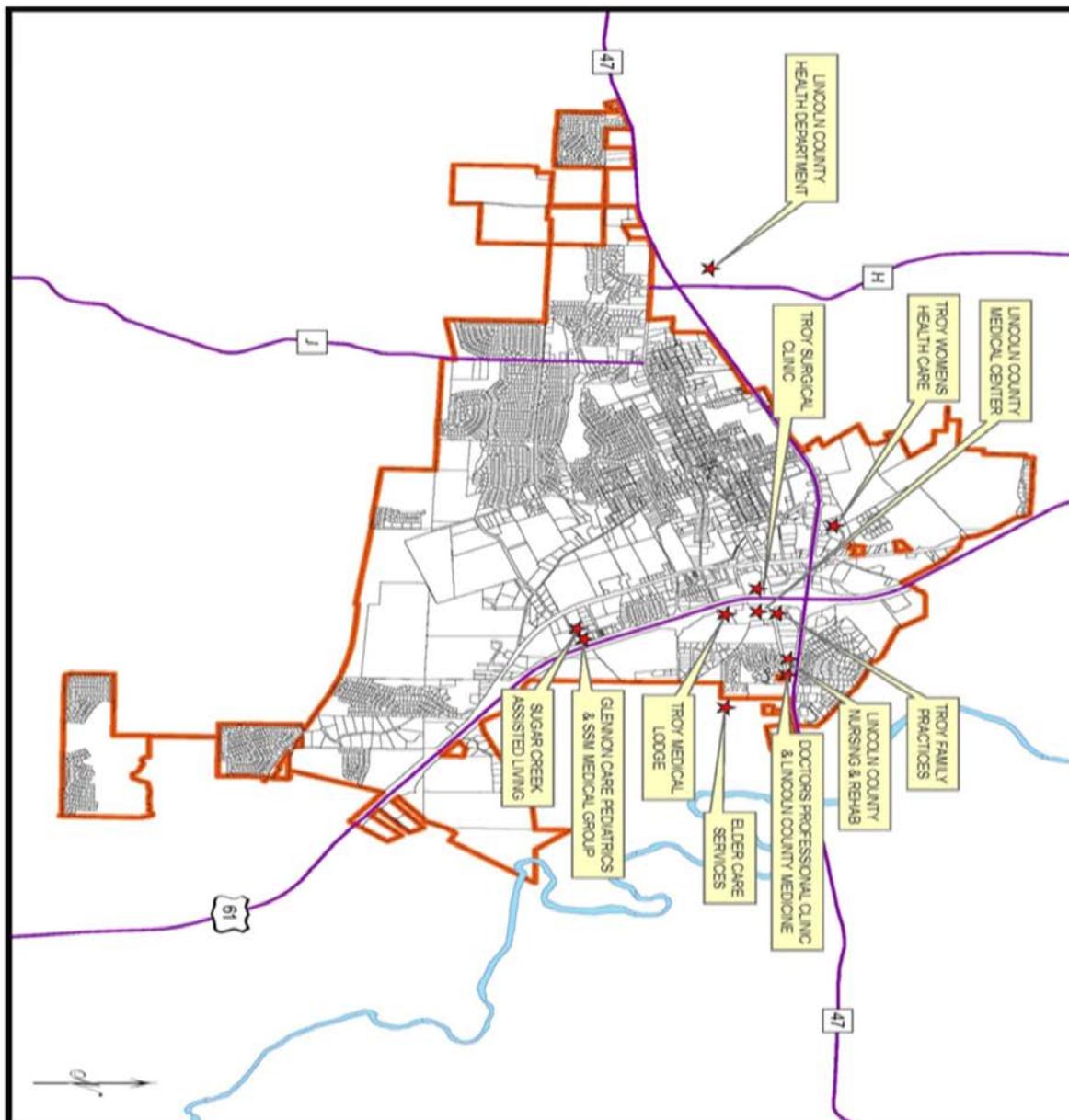
The Powell Memorial Library is located on West College Street. Powell Memorial is one of the two libraries in the Lincoln County Region.

Health Care Facilities

The Lincoln County Health Department is a not-for-profit entity located just outside of the city limits of Troy and serving the several towns and cities in Lincoln County. Lincoln County Medical Center, a Regional Referral Center providing a range of comprehensive health services to the region, is a major employer in Troy. In August 2000, voters of Lincoln County approved a bond issue for renovating the hospital. The 2001 project provided expansion and renovation of the existing Lincoln County Medical Center. One-story at the front of the hospital replaced the Emergency and ICU areas, provided a new main entry and chapel, and provided new facilities for Outpatient, Surgery, Prep, and Recovery.

Social Services

The Missouri Department of Social Services serves the Troy area at their facilities on North Lincoln Drive, providing a range of programs and services from poverty alleviation and self-sufficiency initiatives to programs for the prevention of abuse and neglect.



LEGEND

- Troy City Limits
- Parcels
- Caesars River

**CITY OF TROY, MISSOURI
COMPREHENSIVE PLAN**

THE CITY OF TROY, MISSOURI

TROY
 800 Cap-au-Gris
 Troy, Missouri 63379
 636-628-1254
 636-462-1615 Fax

**HEALTH &
HUMAN
SERVICES**

Challenges and Opportunities

The availability of quality educational opportunities and health care are vital to maintaining a high quality of life in any community. Fortunately, Troy is well-positioned in these two areas. Public school numbers are increasing, the quality of public school education remains high, and Troy residents have an increasing array of postsecondary educational and training opportunities available to them throughout the St. Louis, MO-IL MSA region or at other institutions a short distance away.

Similarly, as Lincoln County Medical Center continues to expand its services and facilities, the city will need to work with the institution on issues of land use, transportation patterns and utilities in the hospital area to ensure coordination.

Guiding Policies and Actions

The following policies and strategies are recommended to guide future decisions impacting education and health sectors in Troy.

Education and Health - Policies and Strategies	
EH1. Quality educational opportunities and continuous learning are fundamental to the prosperity and high quality of life in Troy. Quality education for all ages should be a priority for the community.	
Strategy 1.1:	Participate in long-range planning and programmatic development for a Higher Education Center to help educate the regional workforce, particularly with respect to targeted sectors of the regional economy.
Strategy 1.2:	Sponsor and promote continued learning and training through public school and continuing education programs that meet the needs of local businesses and targeted economic sectors. Encourage the Troy and Missouri Career Center to establish a working committee representative of diverse government and private partners to coordinate workforce development issues and needs, and to facilitate development of appropriate educational programs.
Strategy 1.3:	Promote neighborhood community centers in Troy that can provide accessible opportunities for continued learning activities. Consider joint facilities with partner organizations where possible.
Strategy 1.4:	Work with Powell Memorial to identify appropriate space for expanded library facilities that can optimally serve both the Lincoln County and Troy residents.
EH2. Healthy citizens and outstanding healthcare facilities are vital to sustaining a high quality of life in Troy. The healthcare industry represents an important part of Troy's economy in terms of employment and as a provider of services. Using these valuable resources and working with influential partners should be a priority to further community development, education, and overall prosperity.	
Strategy 2.1:	Build healthy citizens by providing increased outdoor recreational opportunities; assemble partners who can help implement and sustain development plans for new city parks, trails, and other healthy initiatives.
Strategy 2.2:	Encourage connectivity and linkages between parks and public spaces in Troy. When considering new development patterns or revitalization strategies, locate buildings and community facilities in areas where there are optimal opportunities for multi-modal access and connectivity.
Strategy 2.3:	Maintain regular communication with the healthcare industry in Troy and the region to understand long-term goals and needs that may be relevant to overall community improvements and public infrastructure.

ECONOMIC DEVELOPMENT

The future economic vitality of Troy depends upon the ability of the city to support a diverse mix of businesses and industries, attract and maintain a well-trained workforce, build on existing amenities and foster a high quality of life. The city is recognized as a regional center for health care and education, and there are opportunities to leverage the arts and local heritage as economic drivers for the local economy. Both the CEDS and the Lincoln County Economic Development Strategy have been instrumental tools in the analysis of the local economy. These documents have laid the foundation for future investment and growth in Troy, as well as the surrounding Lincoln County area.

Employment and Industry

According to data from the first quarter of 2011, nine of the top ten employers in Lincoln County are headquartered within Troy. A wide-range of business sectors are represented, as no obvious cluster dominates over another. The Corporate Woods Industrial Park is located within Troy’s borders on 150 acres, adjacent to US 61. The Park currently has a mix of office and light industry uses. Several parcels remain available within the park, ranging from 0 to 50 acres in size.

Rank in County	Employer Name	Business/Entity Type	Number of Employees
1	Lincoln County R-III Schools	<i>Education</i>	720
2	Bodine Aluminum Inc.	<i>Manufacturing</i>	525
3	Wal-Mart Supercenter	<i>Retail</i>	450
4	Lincoln County Medical Center	<i>Health Care</i>	302
5	Witte Brothers	<i>Trucking</i>	200
6	Houghton Mifflin – Harcourt, Inc.	<i>Warehouse/Distribution</i>	140
7	Cuivre River Electric Cooperative	<i>Utility</i>	138
8	Peoples Bank & Trust Co.	<i>Bank</i>	105
9	Community Opportunities	<i>Social Services</i>	96
10	Troy Manor	<i>Health Care</i>	95

Source: Missouri Economic Research and Information Center

In 2009, the Missouri Department of Economic Development announced approval of Enhanced Enterprise Zone (EEZ) designation for Lincoln County, wherein localities enter into an agreement with the state to offer incentives for business expansion and recruitment. This designation, which includes the cities of Foley, Hawk Point, Moscow Mills, Old Monroe, Silex, Troy and Winfield, allows county officials to continue to move forward with economic development efforts. The City of Troy and Lincoln County jointly administer an Enterprise Zone.



The zone encompasses the majority of the Lincoln County area, with the exception of the northeast corner of the County. Incentives for businesses locating or expanding within the Enterprise Zone allow for local real property tax abatement and can provide saleable state tax credits.

Other regional incentives have been created to attract business to the area, including the *EDA Revolving Loan Funds* designed to create employment opportunities and to leverage private investment through business financing. The maximum loan is \$150,000. These loan programs are designed to partner with local financial institutions.

Downtown

The Troy downtown area is the traditional center of the community's commercial life, but today faces "competition" from modern commercial development located along major traffic corridors of U.S. Highway 61 and 47. It is essential that the downtown thrive and prosper because much of the unique character and heritage of Troy is embodied in the quaint buildings and growth patterns of this area. There are only a small number of underutilized or vacant buildings and properties currently in downtown.

Additionally, citizen interest in various events, festivals, and locating performance venues around the downtown will further inject vibrant activity in the downtown. Some of the exciting festivals include The Night of 1,000 Stars, the Pumpkin Festival, the Annual Car Show, and the Blessing of the Bikes Motorcycle Show.

Entrance Corridors

The Troy entry corridors are critical to the overall city character, as their appearance and vitality are the first and last impressions that visitors have of the community. The main highway corridors leading into Troy are U.S. 47 at the northern end of the city and U.S. 61 at the eastern edge of the city.

The northern entryway into Troy is located along U.S. 47 at Main Street, north of Troy. The boundaries between Troy and Lincoln County are not easily discernable in this area because commercial development from Lincoln County and Troy has gradually converged over the rural landscape. Troy's development pattern at the intersection of U.S. 47 and U.S. 61 (the northern corner of the city limits) is typical of suburban commercial strip development found throughout North America, with fast food restaurants, gas stations, strip malls, big box retailers and various other businesses and services set back from the four-lane road with large parking lots in the front. Continuing south along U.S. 61 east of the city, predominantly residential areas can be found to the west, while east of U.S. 61 is interspersed with other uses such as churches, the High School and the Lincoln County Medical Center.

The southern entryway into Troy begins at S. Main Street or Highway J. Much of this area is also characterized by newer subdivision lots and other large single family residential lots. As the main entryways into Troy, parts of these corridors present a challenge in terms of visual attractiveness, coordinated signage and development, and aesthetic landscaping. To improve the important first impression to visitors into Troy, entrance corridors need enhancement.

Reducing visual clutter, coordinating access and signage along properties, and promoting more landscaping should be encouraged. Corridor development guidelines should be developed to improve the visual approaches to Troy by guiding the design of new development and recommending modifications to existing facades, landscaping, and parking areas. To be effective, these need to be developed in partnership with property owners.

Tourism

In the State of Missouri, domestic travelers spent an estimated \$6.27 billion while visiting Missouri during FY09. A visible heritage and long list of tourism destinations in and around the Northwest portion of Missouri keeps Troy well-positioned to capture a large share of tourist dollars. Among the tourism amenities noted are the Troy downtown, the Lincoln County Fair Grounds, the 6,400 acre Cuivre River State Park, and various local events that attract individuals throughout the region.

The Troy Convention & Visitors Bureau was established in 2005 for the purpose of promoting the Troy area as a tourist location. As an arm of the Troy Area Chamber of Commerce, the Troy Convention & Visitors Bureau is funded through a 5% accommodations tax that was established in November, 1998 by the City of Troy. In 2005 the City of Troy contracted with the Troy Area Chamber of Commerce to establish the bureau.

Indeed, the wider Troy area already benefits from its tourists and visitors. Every year, visitors to Lincoln County Fair add additional dollars to the local economy and thousands of people visit local Troy businesses over the five day event.

With the location of these events spread throughout the City of Troy, the development of a plan for wayfinding signage throughout the community should be prepared in the near future. Recommendations for improving existing gateway signs and locating well-designed directional signs throughout the community should also be considered. These plans, no matter how small, are vital to the Troy tourism industry as they will orient and direct new visitors to key attractions and facilities.



Other Events

The River Hills Farmers Market located at the Tractor Supply Store inside the city limits of Troy is in its 21st year of operation. The Market offers a wide-range of local produce, live poultry, farm fresh eggs, and other various goods and materials from the greater Lincoln County region for purchase. Recent efforts are in place to operate the market at a consistent frequency: every Saturday from 9:00 a.m. to 2:30 p.m. The market typically has 10 to 16 vendors, while their Spring Kick-off in May attracts approximately 30 to 40 vendors from several farms in the East Central Missouri area. Attendance at the market ranges from 300 to 500 people from all across the southern Lincoln County, northern Warren County, and St. Charles County areas.

Troy has great potential to capture a larger economic benefit from tourism. The expansion of community amenities attractive to tourism, including new festivals and events, and restoration and reuse of historic structures, combined with focused marketing and partnerships identified by the Troy Convention & Visitors Bureau, will have a positive impact on the area's tourism numbers. A key part of realizing an expanded tourism benefit, however, includes ensuring that a strong base of supporting businesses and other elements exists, including specialty retail stores and hospitality businesses.

Challenges and Opportunities

Current regional strategies propose diversifying the economy through policies that expand existing business and industry clusters, assisting businesses to refocus and retrain the local workforce for targeted industries, and support programs for entrepreneurs and small businesses.

Revitalization of the downtown area should build on the appealing historic resources of the downtown, but also focus on improving the mix of uses in downtown. Downtown housing, including above commercial first floor businesses, would bring more people into the downtown area, improve the sense of activity in downtown, and serve to diversify the range of housing options in Troy. Assistance to struggling downtown businesses may help them to reposition themselves for more buyers, and efforts to develop and expand downtown business clusters should be made. Developing a façade rehabilitation program could also help property owners improve the visual appeal of their buildings.

A number of local and regional entities, including the Missouri Career Center, should work to boost job skills and training among the local workforce. The city should continue to collaborate with these types of groups to help under-skilled and unemployed workers retool to become productive members of the area's workforce. In particular, the city should help these groups connect with the immediate and anticipated needs of local businesses. Partnership opportunities exist with Lincoln County Public Schools and groups like the East Central Missouri Development Association.

Guiding Policies and Actions

The following policies and strategies are recommended to guide future decisions impacting economic development in Troy.

Economic Development - Policies and Strategies	
ED1. The future economy of Troy should be diversified and build upon a variety of complimentary sectors, including: health care; wood and plastic products; agriculture; tourism and hospitality; and transportation and warehousing.	
Strategy 1.1:	Continue the development of the Troy Area Chamber of Commerce <i>Economic Development Program</i> for Troy that identifies priority economic development efforts and special initiatives/projects that may require public infrastructure. Align with the goals and strategies outlined in the Lincoln County Economic Development Strategy.
ED2. The natural environment, historic resources and cultural assets of Troy offer unique opportunities for additional economic development. Tourism can be a fundamental component of the city economic development strategy, and efforts to develop the tourism sector should be strengthened.	
Strategy 2.1:	Develop a local and regional tourism plan that effectively sets forth a work strategy for enhancing and improving tourism opportunities and efforts. Designate coordinating champions and establish a working committee that is responsible for assembling partners, implementing projects, and reporting progress.
Strategy 2.2:	Facilitate expansion of existing businesses and attract new businesses that support the tourism industry. Encourage development in downtown that will provide supporting services for tourists (e.g., hotel, retail, restaurants, etc.)
Strategy 2.3:	Prepare and implement a new downtown wayfinding signage plan. In particular, provide landscaping for entry signage and install consolidated wayfinding signage throughout city to orient tourists.
ED3. Development should protect the historic character of Troy and enhance the community visual and environmental integrity, as these are keys to a high standard of living and are marketable amenities to tourists and employers.	
Strategy 3.1:	Develop commercial corridor guidelines to improve the visual appeal of entrance corridors to Troy. Coordinate with Lincoln County for areas beyond city limits.
Strategy 3.2:	Encourage preservation of rural character in areas surrounding Troy.
ED4. Artistic and cultural amenities are important to the quality of life in any community. These sectors should be identified, promoted, and strengthened as part of the economic development strategy for the city.	
Strategy 4.1:	Develop and expand art, music and culture programs in the city. Provide direction for private efforts to develop facilities for these programs, particularly in underutilized buildings or properties along Main Street. Coordinate these efforts with other plans in the community, such as the approved Troy Aquatic Center.
ED5. Downtown Troy is the historical center of community life and is essential to the unique identity and economic vitality of the city. Downtown enhancement is the key to Troy economic development.	

<p>Strategy 5.1:</p>	<p>Improve the balance between businesses, services and housing in the downtown. Consider amending the zoning ordinance to require ground floor uses to be restricted to retail. Support the development of retail shops in downtown and encourage development of housing in downtown buildings, including upper floor housing over first-floor commercial shops. Consider financial incentives and tax cuts for historic rehabs. Continue to support existing businesses and collaborate with the Downtown Business Association.</p>
<p>Strategy 5.2:</p>	<p>Support and encourage downtown events that draw visitors into the downtown. Encourage collaboration between downtown businesses, event organizers and major downtown institutions (River Hills Farmer’s Market, other local events, etc). Continue to support the Downtown Business Association and the Lincoln County Historical Society.</p>
<p>Strategy 5.3:</p>	<p>Encourage sensitive rehabilitation and re-use of vacant or underutilized buildings and properties for businesses and housing. Consider opportunities to serve the facility needs of events programming and other facility needs of community groups.</p>
<p>Strategy 5.4:</p>	<p>Consider applying and utilizing the resources of the Missouri Main Street Connection Program in planning for downtown enhancements and revitalization.</p>
<p>ED6. Workforce training is a critical tool for redeveloping the community’s economy. The city should work with local businesses, the school system, and other agencies to facilitate targeted development of these programs.</p>	
<p>Strategy 6.1:</p>	<p>Facilitate and lead communication between local businesses and training providers to develop training programs that meet local needs and prepare underutilized workers for the future economy. Collaborate with Boonslick Regional Planning Commission and the Missouri Career Center.</p>

PARKS, OPEN SPACE, & RECREATION

A complete community offers recreational spaces for its residents to relax and congregate with one another. Providing parks and recreational opportunities in a community promotes three important aspects of community and public health:

- 1. Parks enhance the quality of life in the community.*
- 2. Parks create a positive sense of places for families and children.*
- 3. Parks provide a location for both active and passive recreation for people of all ages.*

Area Parks and Community Facilities

Troy currently is home to four city parks. Fairgrounds Park is the largest of the city parks (37 acres) with playgrounds, barbecue pits, three lighted ball fields, three soccer fields, a bandstand, a skate park and a lighted basketball court. The park also contains a stocked fishing pond for persons 16 years of age and under and over 62 years. Limit is four fish per day. Numerous ducks and geese make this pond their home throughout the year. There are three covered shelters. Community-sponsored baseball, softball, junior football, and soccer leagues use these facilities and the concession stands.

Avery Family Playground/Park is a twelve acre park full of beautiful old trees making it a unique, relaxing area for citizens and visitors. Recently additional property has been purchased to expand Avery Park. Weinand Park is a five acre park and includes a picnic shelter with tables as well as playground equipment. Finally, Woods Fort (1/4 of an acre) is a lot that was originally donated to the city by Deacon Cottle and Zadock Woods in 1819. A natural spring ran on this lot and provided the area with water until blasting stopped the flow of water during the construction of Highway 47. On the lot now stand two log cabins and a memorial marker describing the historic background of the lot. Benches and tables are on the area located across the street at the intersection of Boone and Main Streets. Shamrock lot (1/10 of an acre) is also maintained by the city.

Although Troy does currently have four parks, those are not enough to meet the city's current or future needs. The National Recreation and Park Association (NRPA) recommends guidelines for cities when deciding what park and recreation facilities would best serve a municipal population. Troy currently does not meet the minimum requirements of park space as recommended by the NRPA in all categories. Currently, Troy has no play lot or mini park. Although, the city does have several neighborhood parks, and Fairgrounds Park qualifies as a regional park, the city still falls short of the recommended acreage. Additionally, Troy's 1999 Comprehensive Plan also set some guidelines for parks within the city, and those measures have not been met as well. Current policies are in places which require the construction of play lots for new subdivisions.

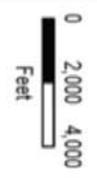
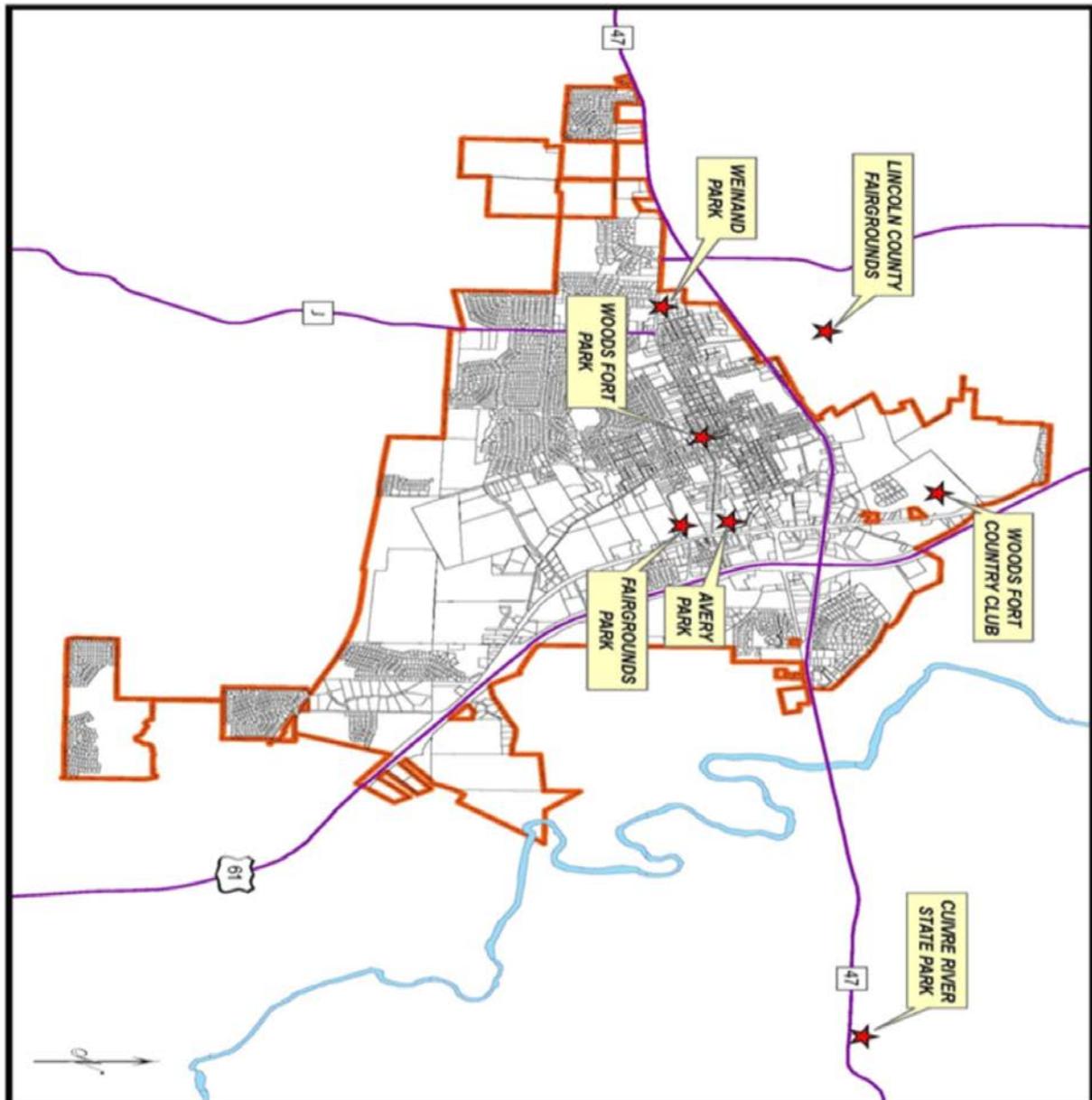
Table 5.5 – Park Size and Classification				
Classification	Size/1000 Pop	Service Area	Existing Acres	Variance (acres)
Play lot	0.3 acre	1/4 mi radius	0	-3.6
Mini park	0.25 acre	1/2 mi radius	0	-3
Neighborhood park	1.5 acre	1 mile radius	12.17	-5.83
District park	4.0 acre	5 mile radius	25	-23

The City of Troy recently passed a ½-cent Capital Improvement Sales Tax for a new Troy Aquatic Center. Located at the Troy Fairgrounds Park, along Cap Au Gris, the sales tax will provide funding to bond \$2.6 million dollars to construct an outdoor Aquatic Center and street and sewer improvements. Approximately \$200,000 annually will be dedicated to operations and maintenance of the Aquatic Center. The Center will include construction of a new outdoor swimming pool with lap lanes, a diving board, a water slide, a children’s play area, and a lazy river. Summer programs for all ages will soon be available. Swimming lessons, Lazy River walking facilities for birthday and sport team parties, and several other activities are planned. The center will also include a bath house and concession stand. Completion of the Aquatic Center is set for Memorial Day 2012.

Cuivre River State Park

Troy’s Park deficit is alleviated somewhat when Cuivre River State Park is taken into consideration. Although outside the city limits of Troy, Cuivre River State Park has over 6,300 acres of land with trails, playgrounds, swimming, fishing, and equestrian trails. This state park provides ample recreational opportunities for the people of Lincoln County. A visitor center displays exhibits on the area’s cultural and natural history, and park naturalists conduct nature hikes and campground evening programs. The park offers a variety of camping options, including basic, electric and full hook-up sites. Lake Lincoln is located near the campground and features a swimming beach and a boat-launching area. The 55-acre lake is stocked with largemouth bass, sunfish and channel catfish. The three group camps are available for group rental and include cabins, a dining lodge and recreation areas.





LEGEND

- Troy City Limits
- Parcels
- Clear River

**CITY OF TROY, MISSOURI
COMPREHENSIVE PLAN**

THE CITY OF TROY MISSOURI
TROY
800 Cap-au-Gris
Troy, Missouri 63379
636-528-1254
636-462-1613 Fax

**PARKS &
RECREATION**



Challenges and Opportunities

As the population of Troy grows, the city must expand its park and recreation areas to ensure the city's high quality of life is maintained and improved.

All around the U.S. real estate brokers and homebuilders are advocating parks as one of the top residential selling points. The desire to live near parks also translates into real dollars. A 2001 survey by the National Association of Realtors (NAR) revealed that 57 percent of voters would choose a home close to parks and open space over one that was not. In addition, the NAR survey found that 50 percent of voters would be willing to pay 10 percent more for a house located near a park or protected open space.

The National Association of Home Builders found that 65 percent of home shoppers surveyed felt that parks would seriously influence them to move to a community. According to Economics Research Associates (ERA), a 1991 survey in Denver found that 48 percent of residents would pay more to live in a neighborhood near a park or greenway.

No Parks & Recreation Master Plan have ever been developed for the City of Troy or Lincoln County. Demand from all age groups has grown stronger for programs from the Public Works Department. Senior users are a particularly fast-growing user group, and facilities and program planning will need to consider the recreational needs of an aging population.

The Troy Public Works Department should work closely with that of Lincoln County on sharing programs and facilities, and the two should consider a joint Parks & Recreation Master Plan to prioritize better the needs for the region's facilities and programming for the coming years.

Guiding Policies and Actions

The following policies provide guidance for planning, managing and developing recreational facilities and open space in Troy. The supplemental goals provide additional detail for each policy, while implementation strategies are recommended to achieve them.

Parks, Open Space and Recreation – Policies and Strategies	
PR1. Recreational opportunities are important amenities for the Troy community. Access to programmed and passive recreation opportunities should be supported. The city should expand all types of parks and recreational facilities in Troy.	
Strategy 1.1:	Invest in micro parks, neighborhood parks, and nature and preservation trails.
Strategy 1.2:	Implement plans for the feasibility of new park complexes and facilities (i.e. baseball and soccer fields).
Strategy 1.3:	Develop a <i>Parks & Recreation Master Plan</i> , in junction with Lincoln County, to determine and prioritize program and facilities needs for the city and County.
PR2. Green infrastructure is a community's natural life support system, the ecological framework needed for environmental and economic sustainability. In their role as green infrastructure, parks and open space are a community necessity.	
Strategy 2.1:	The city should incorporate park and greenspace requirements into new developments, Planned Unit Developments, and redevelopment plans.
Strategy 2.2:	Require dedicated lots for micro parks, playgrounds or greenspace.
Strategy 2.3:	Require amenities for seniors where appropriate, such as fitness trails. Additionally, the city should improve current sidewalks, incorporate more greenspace in the community, and plant additional landscaping where appropriate.

TRANSPORTATION

Modern communities are largely shaped by historic transportation patterns, and a look at a map of Troy reveals much of the history of the community. Transportation modes and trends evolve over time, and Troy will have to respond and anticipate changes to serve citizens and businesses of the community.

Streets and Multi-modal Systems

The Troy Public Works Department is responsible for the maintenance and management of the street network in the city. The Missouri Department of Transportation (MoDOT) provides transportation planning services and financial contributions for transportation improvements.

A map of the existing transportation system in Troy is depicted on the following page. Streets are classified as arterials, collectors, and local in accordance with the functional classification system adopted by MoDOT and the Federal Highway Administration. The following table explains these classifications further.

MoDOT Functional Street Classifications	
Principal Arterial	These highways are the most significant roads in the urban area that serve the major centers of activity, constitute the highest traffic volume corridors, serve the longest trip desires, carry the major portion of through traffic, and provide continuity between rural arterials.
Minor Arterial	These highways interconnect and supplement the principal arterial system with a greater emphasis on land access and lower level of traffic mobility. They provide intra-community service and link rural collectors to the urban highway system.
Collector	These highways provide land access service and traffic circulation within residential, commercial, and industrial areas. They collect local traffic and distribute it to the arterial system.
Local	These streets provide direct access to adjacent land and provide access to the higher systems.

The City of Troy is strategically located twelve miles north of I-70 at the intersection of MO State Route 47 and U.S. Highway 61. U.S. Highway 61 is the major highway connecting St. Louis with cities to the north, including Hannibal, Missouri; Quincy, Illinois; and Keokuk, Iowa. Furthermore, U.S. Highway 61 is part of the Avenue of the Saints, a series of four-lane highways connecting St. Louis with St. Paul, Minnesota. Much of the city's growth and development can be directly attributed to its location on U.S. Highway 61 and its proximity to I-70.

An inventory of existing transportation facilities in the Troy area was prepared as a basis for: identifying existing transportation opportunities and deficiencies; identifying current and future roadway

improvements; and identifying transportation alternatives. The inventory includes a list of major roads, in addition to other transportation modes, within the city and surrounding area.

Roadway System

The major roadway facilities in Troy consist of U.S. Highway 61 which runs in a north-south direction along the entire eastern side of Troy and State Highway 47 which runs in an east-west direction through the northern portion of Troy. Both of these highways were relocated to their present location during the late 1960s and early 1970s. Within the city there are four connections with U.S. Highway 61 that provide access to the City of Troy. These connections include: two at-grade intersections with Lincoln Drive (Old Highway 61) at the south and north ends of the city; a grade-separated full diamond interchange at MO 47; and a half-diamond interchange at Old Cap-Au-Gris Road which provides a north-bound on ramp to U.S. Highway 61, and a north-bound off-ramp at Old Cap-Au-Gris Road.

MO 47, which connects with Missouri Route 79 in Winfield approximately 13 miles east of the City of Troy, proceeds west out of Troy from approximately ten miles to Hawk Point and then turns south and connects to I-70 at Warrenton approximately 15 miles southwest of the City of Troy. From Warrenton, Route 47 proceeds south across the Missouri River into Washington, Missouri and provides access to I-44 at St. Clair, Missouri. Other primary traffic routes within or adjacent to Troy consist of Old Highway 47, Lincoln Drive, and State Routes H and J on the western edge of the city.



Commuter Parking

A commuter parking lot is located at the northeastern corner of the intersection of U.S. Highway 61 and State Route 47 between the north-bound entrance ramp onto U.S. Highway 61 and Frenchman's Bluff Road. The lot, which is owned by MoDOT, does not charge a parking fee.

Sidewalks

In general, downtown Troy has a sidewalk on both sides of Main Street and the side streets for one block on either side of Main Street. The remainder of the older portion of the city has sidewalks sporadically placed on one side, and in a few locations on both sides of the street for some of the more heavily traveled city streets such as: Boone Street, Third Street, Cap-Au-Gris, Main Street north and south of the city and West College. Typically, the newer subdivisions are being constructed with a sidewalk on one side of the streets. New subdivisions with lots greater than 20,000 square feet are not required to construct sidewalks. New subdivisions with lots less than 20,000 square feet are required to construct sidewalks on one side of the street opposite the side of the street with the water distribution line.

As recently as 2010, the City of Troy was awarded grant assistance as a part of MoDOT's Transportation Enhancement Grant Program for a sidewalk project along Fair St. and Old Cap Au Gris, connecting residences to the Troy Buchanan High School.

During Fiscal Year 2011, Boonslick Regional Planning Commission, in conjunction with MoDOT and the City of Troy, will begin the process of preparing a Sidewalk Inventory and Assessment for the city's entire sidewalk system. The purpose of the project is to collect general data regarding pedestrian infrastructure as well as assess the existing sidewalk systems in east central Missouri. Such information may be utilized for planning purposes, the establishment of local priorities, as well as potential grant applications and participation in the Safe Routes to School program.

Bus Service

Troy is currently served by LINC, a public transportation system that serves Lincoln County. LINC includes three lines that service various Lincoln county communities, including Troy. LINC operates Monday through Friday from 6 a.m. to 6 p.m. Additionally, the city is served by Greyhound Bus Lines.

Airports

There are no municipal or private general aviation airports within the immediate vicinity of Troy. However, there is an international airport and several general aviation airports within the Missouri portion of the St. Louis MSA, including the following:

- **Lambert-St. Louis International Airport** is located approximately forty miles southeast of the City of Troy. The airport served 15.2 million passengers in 2006, making it the 32nd largest airport in the United States. Service at Lambert is provided by American Airlines, America West Airlines, Continental Airlines, Delta Airlines, Northwest Airlines, Southwest Airlines, United Airlines, US Airlines, AirTran Airlines, Frontier Airlines, and Air Canada.
- **Spirit of St. Louis Airport** is located near I-64 in Chesterfield, Missouri, 28 miles south of Troy, and is operated by St. Louis County as a general aviation airport. The airport has a 7,000 foot long main runway and a secondary runway 3,800 feet long. Spirit airport supports many of the corporate jets and other small aircraft in the St. Louis metropolitan area.
- **St. Charles County Smartt Airport, St. Charles Municipal Airport, and Wentzville Airport** are general aviation airports in St. Charles County serving small, private aircraft
- A possible **Lincoln County Airport** is recognized in the Lincoln County Airport Feasibility Study and is currently in the process of land acquisition and discussions are in place to move forward with the recommendations indentified in the study.

Railroads

Troy is not directly supported by railway service. However, both the Norfolk-Southern and Burlington Northern-Santa Fe Railway Companies have active lines which provide service to nearby communities. The Burlington Northern-Santa Fe railway provides railway service through Winfield, Missouri,

approximately 13 miles to the east of Troy, while the Norfolk-Southern Railway provides service through Wentzville, Missouri, approximately 15 miles to the South of Troy.

Current Projects

South Lincoln Drive Interchange: Starting in the summer of 2012, drivers using U.S. 61 in Lincoln County will get to experience road work for interchange construction. The new South Lincoln Drive interchange will be unique to the area. Featuring three roundabouts and an outer road that connects the new interchange to Route C in Moscow Mills, the estimated cost of this project is almost \$10 million. The reason for the unique design is to reduce impact to area businesses and residents and offer efficient movement for those using the interchange and the new outer road. Also unique is a truck bypass lane on South Lincoln Drive to allow movement for tractor trailers going south to turn right onto Third Street.

- Phase 1 – Construction of bridge (overpass), ramps, the east outer road that connects to Route C in Moscow Mills, roundabouts 1 and 2, and partial roundabout 3.
- Phase 2 – Construction of the northbound lane of South Lincoln Drive and Old Moscow Mills Road legs of roundabout 3.
- Phase 3 – Construction of remainder of roundabout 3, southbound lane of South Lincoln Drive and Old Moscow Mills Road legs, and Third Street leg.
- Phase 4 (Opening) – Interchange opens to traffic. Remove existing South Lincoln Drive crossover and Bueneman Lane connection to northbound U.S. 61.

Prioritization Process & STIP

MoDOT's *2011-2015 Statewide Transportation Improvement Program* is prepared annually and sets forth the specific construction projects MoDOT will undertake in the next five years. It covers highways and bridges, transit, aviation, rail, waterways, enhancements and other projects.

At least once a year, each MoDOT district asks for the needs of the area in a prioritized listing. Localities Transportation Advisory Committee (TAC) plays a key role in how transportation needs are prioritized. At times, MoDOT may call upon the TAC to prioritize project for a certain pool of funds or grant activity. These needs are evaluated by MoDOT to find the best solutions based on engineering, public input and financial considerations. Projects must then be prioritized to determine how they fall into the Statewide Transportation Improvement Program (STIP). The City of Troy is an important stakeholder on the Boonslick Regional Planning Commission TAC.

Challenges and Opportunities

The *Comprehensive Plan* for Troy provides a good foundation for programming needed future transportation improvements. The growth assumptions of the transportation network are consistent with the demographic analyses and projections contained in this comprehensive plan. The population of Troy is expected to increase significantly over the next decade; thus, roadway capacity concerns are anticipated in the near future. As residential development expands in Troy, additional traffic capacity may be needed. Recommendations for public service infrastructure and land use in Troy also directly impact transportation needs. Land use recommendations in this plan generally attempt to maintain compact, smart growth in the more urbanized areas of Troy through neighborhood and downtown revitalization, redevelopment of underutilized properties, and open space and park identification.

In the future, land use and development decisions should promote neighborhood walkability, pedestrian and bicycle facilities, and connectivity between community facilities. Alternative transportation patterns have numerous community benefits. They help to alleviate road congestion; reduce carbon emissions; offer pleasant, recreational opportunities; promote healthy lifestyles; and provide marketable community amenities for tourists, businesses, and new residents. Also, multi-modal transportation options provide those residents without cars better access to commercial and employment centers. The city has a unique opportunity to implement additional pedestrian and bicycle facilities in conjunction with revitalization and redevelopment initiatives since many established neighborhoods and business areas can accommodate bicyclists and pedestrians with minor modifications.

It will be important that any roadway widening or extension work maintain neighborhood character and complement community context and natural surroundings. Future streets should promote connectivity with the existing transportation network, include pedestrian access, and incorporate low-impact development techniques.

Finally, public transit options for Troy should be supported as an alternative access opportunity for residents and employees of local businesses. The city can encourage The Linc or non-profit initiatives to expand transportation options or work with major employers and adjacent localities to address workforce transportation needs.

Guiding Policies and Actions

Below are policies to guide transportation-related decisions, as well as strategies for soundly implementing these policies.

Transportation – Policies and Strategies	
T1. Providing alternative modes of transportation has important environmental and health benefits and helps reduce congestion on roadways. Troy should facilitate viable alternative transportation modes throughout the community.	
Strategy 1.1:	Encourage multiple transportation options and connected streets in new development. Work with local employers, citizen groups and other localities to link transportation effectively for workforce residents with employment centers.
Strategy 1.2:	Provide leadership and encourage private and public initiatives that can increase public transportation services in the region.
Strategy 1.3:	Amend current codes and development permit regulations to require pedestrian access and street and connectivity criteria for new development and redevelopment, as well as develop and implement a maintenance policy for city streets.
Strategy 1.4:	Include bicycle and pedestrian facilities in the design of new streets, particularly where they can be linked with existing facilities.
T2. The Troy transportation system provides important linkages to neighborhoods and employment centers. Street and roadway corridors should be safe, attractive, and complement adjacent residential and commercial development. Multiple modes of transportation should be encouraged and transportation systems should be designed to enhance the environment and existing development patterns.	
Strategy 2.1:	Design the proposed east-west corridor to enhance community settings. Provide sufficient landscaping, pedestrian amenities, and road widths that are in keeping with the character of neighborhoods and commercial corridors. Include traffic calming measures where appropriate.
Strategy 2.2:	The city should improve access to schools, to mitigate congestion and improve safety. Development of a Safe Routes to School Plan for the City of Troy should be considered.
Strategy 2.3:	The city should regulate better access for emergency response by enforcing street width codes where appropriate, and by applying alternate strategies such as one way streets where widening is not an option.

PUBLIC SERVICES & INFRASTRUCTURE

When basic community utilities and public service personnel are functioning well they easily may be taken for granted by citizens and businesses. Yet these services are the foundation of high quality of life in Troy, and their quality is critical to community progress. The City of Troy has a substantial inventory of community facilities. These include city and county-owned and operated facilities, public school district facilities, and quasi-public facilities described in the following paragraphs.

Public Safety

The Troy Police Department is responsible for city law enforcement, public safety, and animal control, and also conducts a number of programs and activities for the public. With administrative offices located on Cap Au Gris, the police department consists of various departments: Office of the Chief of Police, Supervisory Bureau, Detective Bureau, Patrol Division, and Municipal Court and Administration. Troy partners with Lincoln County to provide jail services at jail in Lincoln County.

Fire protection services are provided by the Lincoln County Fire Department. The Lincoln County Fire Protection District #1 serves Troy, Moscow Mills, and several surrounding rural communities. The district covers approximately 163 square miles bordering St. Charles and Warren Counties to the South. Lincoln County Fire Protection District operates with four stations. Station #1 is staffed with a 24-hour career crew and the remaining manpower comes from a group of volunteers. The main fire station is located on East Cherry Street and its career and volunteer firefighters engage in fire suppression, inspections and public education. Emergency Management Services are provided by Lincoln County Ambulance District, serving Troy and the majority of Lincoln County.

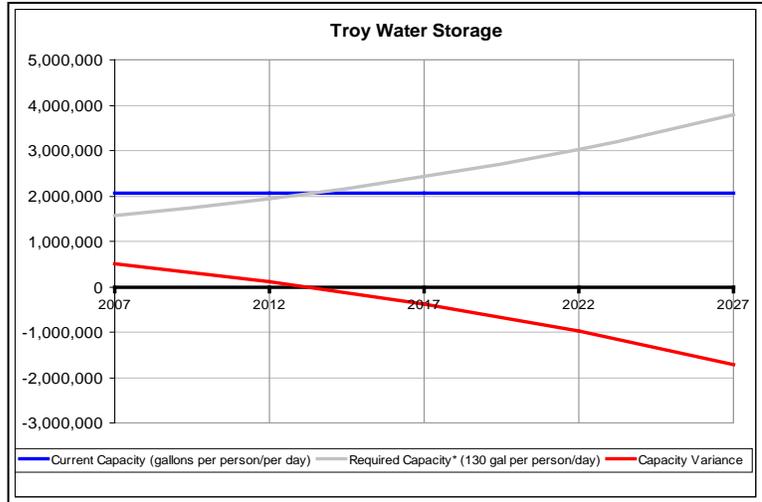


The Boonslick Regional Planning Commission on behalf of Lincoln County and participating jurisdictions developed a Multi-Jurisdictional Hazard Mitigation Plan that was initially approved by the Federal Emergency Management Agency (FEMA) in 2004. The plan was prepared pursuant to the requirements of the Disaster Mitigation Act of 2000 (DMA 2000). In accordance with DMA 2000 requirements, Lincoln County and participating jurisdictions must update the plan every 5 years. In 2011, the Multi-Jurisdictional Hazard Mitigation Plan for Lincoln County was updated ensuring the continuity of federal mitigation project grant funding through 2016.

Natural hazard risks in the region range from tornados, to earthquakes, to major floods. The plan also makes a number of high priority mitigation recommendations for the Troy area, including upgrading emergency warning systems, key stormwater upgrades, and addressing flood risk in flood-prone areas through buyout and clearance of structures and enforcement of zoning and building regulations.

City Hall

City Hall is currently located at 800 Cap Au Gris and boasts 26,850 square feet of space. Staff functions housed at City Hall includes the Mayor’s office, the Treasurer and Clerk offices, and water and sewer billing operations. The City Hall also contains the police department, which includes thirty employees. Council meetings and traffic court are also held at City Hall in the lobby/multi-purpose area.



City Cemetery

The city owns a 30-acre cemetery located on Boone Street west of Buchanan Street. The city maintains the cemetery and there are no plans for expansion or improvements at the site. The cemetery dates from 1819.

County Public Facilities

The Lincoln County Courthouse is located at 201 North Main Street. The original courthouse facility was built in 1870 and contained approximately 6,000 square feet of space. Since that time, there have been various renovation projects and building additions completed. In the 1930s a two story addition was added. In 1974, a three story addition was completed and in 1984, the addition of fire vaults and other renovation work was completed. An entrance/elevator addition, and heating and cooling system upgrades were completed in 1991. A historic restoration was completed in 1996. The Lincoln County Justice Center at 45 Business Park Dr. provides space for the following county departments and offices: Public Defender, Circuit Court, Child Support, Juvenile, Probation and Parole.

Water and Sewer

The City of Troy supplies water to its residents. There are currently six wells in operation providing water to city residents. The wells provide the city with nearly 2.4 million gallons of water per day. The total storage capacity in Troy is 2.06 million gallons of water per day. Troy currently meets state requirements of having 130 gallons per person per day available to its residents. Average daily consumption of water is 1.3 million gallons per day, with a 2006 peak consumption of 1.986 million gallons on July 16.

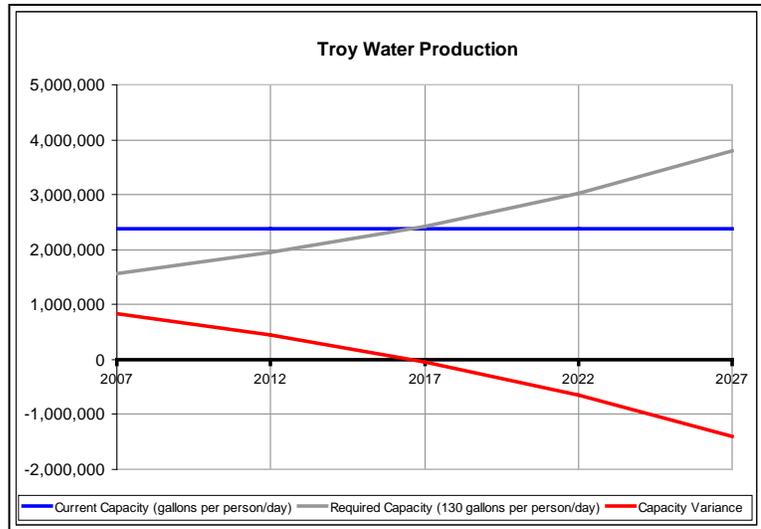
Although Troy currently exceeds state requirements for both water production and storage, the continued growth of the city will quickly result in the city not meeting water demand if production and storage are kept at current levels. By the year 2017, the city’s demand for water will exceed its capacity to produce water. Furthermore, Troy’s water storage capacity will be reached in the year 2013. The city needs to act now by expanding its water production and storage capabilities, in order to meet future demand.



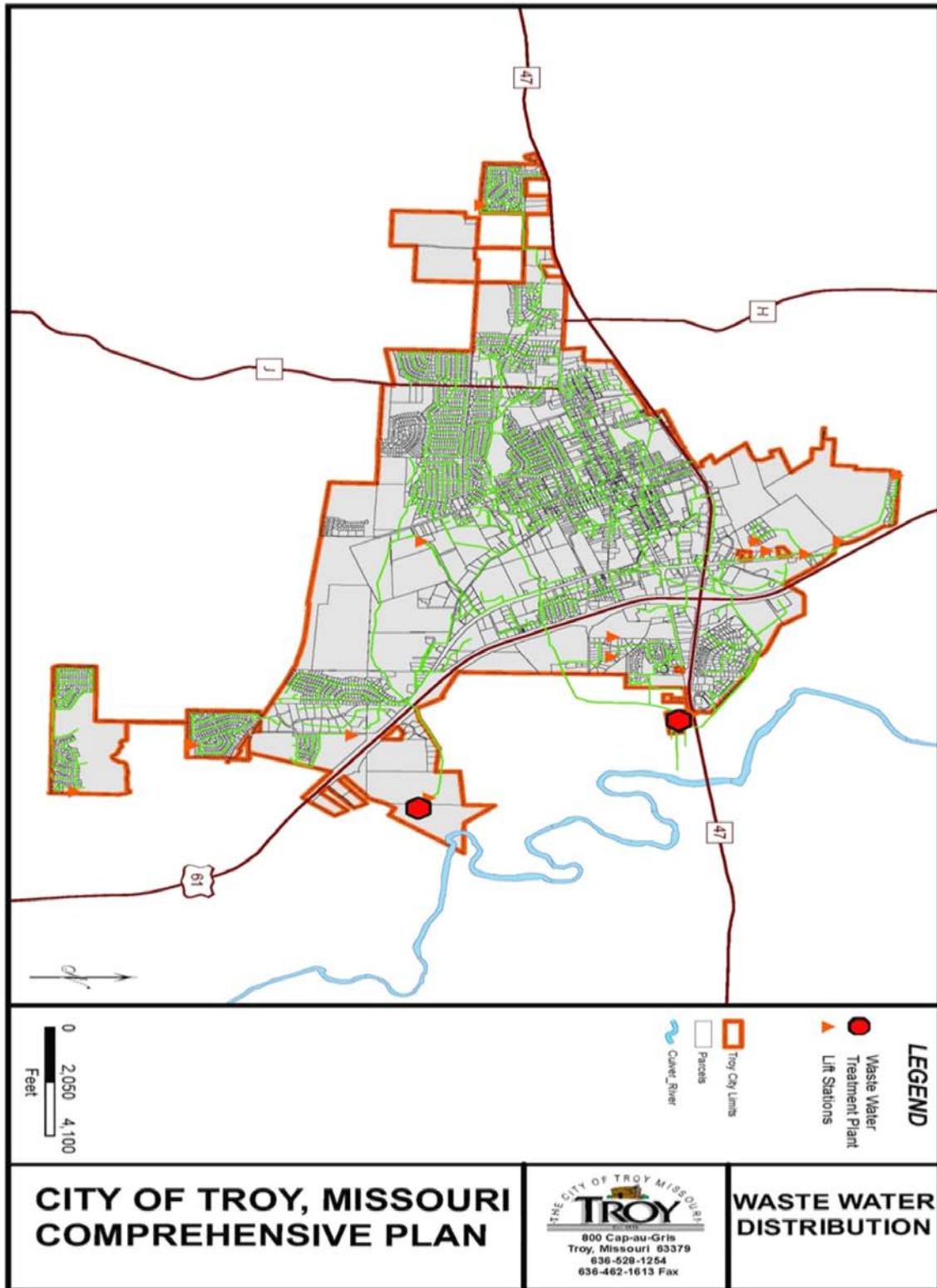
Comprehensive Plan 2012

Troy's sanitation needs must also be addressed. The City of Troy currently operates two sanitation facilities. The first is an activated sludge plant, while a newer facility is a MBR (membrane bioreactor) facility. The activated sludge plant has a capacity of 1.3 million gallons per day, while the MBR plant has a capacity of 1 million gallons per day. Currently, the activated sludge plant is loading 480,000 gallons per day, while the MBR plant is loading 225,000 gallons per day. One of the main issues concerning the wastewater

treatment facilities is the large amount of inflow and infiltration that is presently occurring within the system. A large amount of sewage never reaches the facilities, due to cracks in pipes, seepage and other deficiencies within the system.



Water rates within the city are \$5 for the first 1000 gallon usage, \$2.00 per 1000 gallons for more than 1000, but less than 50,000 gallons and \$1.65 per 1000 gallon for more than 50,000 gallons. The sewer-use fees are based on water usage with a \$13.70 base rate for residential use, and \$3.85 for each additional thousand gallons. The continued growth and improvement of water and sewage facilities in Troy is essential in order for the city to remain attractive to new residents and businesses alike.



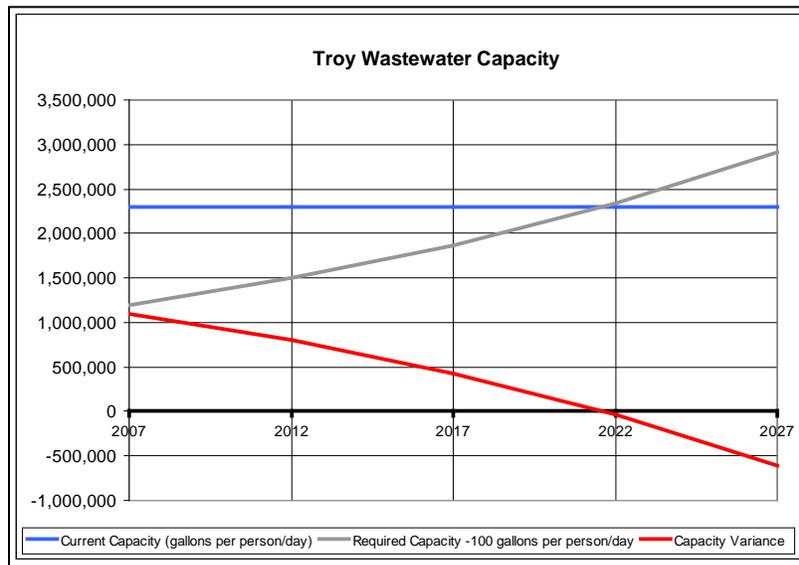
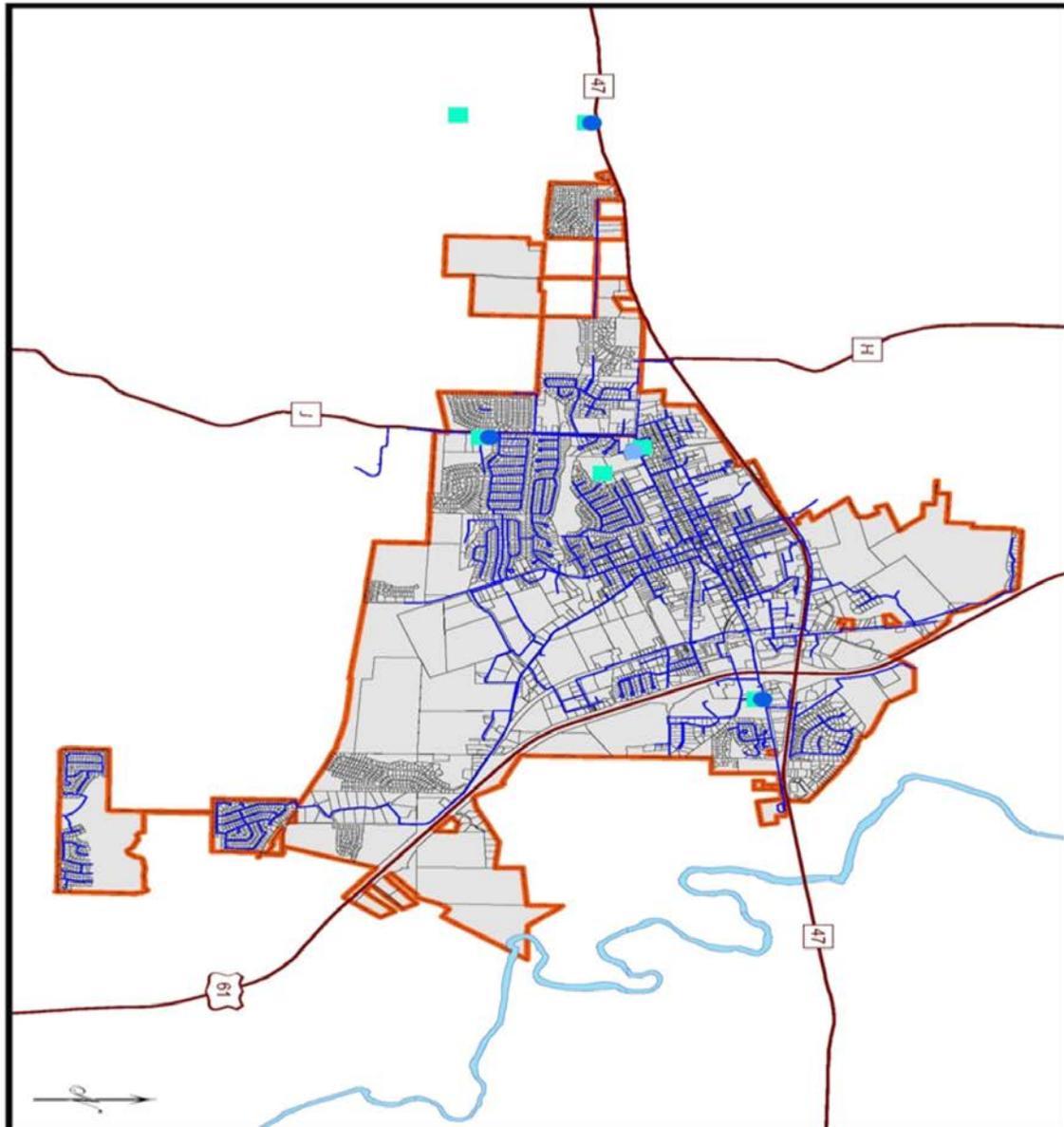


Table 5.6 — Troy Wastewater Capacity, 2004

Year	Average Population Projection	Current Capacity gallons per person/ per day	Required Capacity 100 gallons per person/ per day	Capacity Variance
2007	12,000	2,300,000	1,200,000	1,100,000
2012	14,978	2,300,000	1,497,800	802,200
2017	18,696	2,300,000	1,869,600	430,400
2022	23,338	2,300,000	2,333,800	-33,800



LEGEND

- Water Treatment Plant (Blue dot)
- Water Towers (Blue dot)
- Wells (Green square)
- Troy City Limits (Orange outline)
- Parcels (Grey outline)
- Osage River (Blue wavy line)

**CITY OF TROY, MISSOURI
COMPREHENSIVE PLAN**

THE CITY OF TROY MISSOURI
TROY
800 Cap-au-Gris
Troy, Missouri 63379
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636-462-1613 Fax

**WATER
DISTRIBUTION**

Broadband/Communications

Troy has reliable land-line telephone service and is also served by various cellular service providers. Troy is a member of the Missouri Broadband Now RTPT Planning Initiative, a statewide telecommunications planning effort spearheaded by Missouri Governor Jay Nixon. This program is administered out of the Office of Administration.

Challenges and Opportunities

The city faces a number of water, sewer and stormwater needs beyond general maintenance of these systems. The Public Works Department maintains a list of priority areas facing stormwater drainage issues, and these should continue to be addressed as quickly as possible to avoid compromising the health and safety of citizens. Similarly the city should continue to work with the Lincoln County Public Works to upgrade and replace water and sewer treatment and distribution infrastructure as needed, as well as the creation of a water and sewer master plan or countywide assessment.

Guiding Policies and Actions

Below are policies to guide the enhancement of future public service infrastructure projects in the City of Troy.

Public Services and Infrastructure – Policies and Strategies	
PSIN 1. Sufficient and reliable public utility infrastructure is important in maintaining the quality of life for residents and attracting economic investment. New development should be planned and coordinated carefully to ensure sufficient capacities or coincide with planned improvements.	
Strategy 1.1:	Identify failing water and wastewater systems in the city and work with Public Water Districts to expand public water and sewer services. Priority should be given to areas of environmental sensitivity or elevated health risk.
Strategy 1.2:	Expand telecommunication infrastructure in Troy as a tool for economic development and to improve public communication opportunities.
PSIN 2. Police, fire and rescue services are important elements of public safety that are fundamental to the community’s quality of life. Services should be efficient and effective in serving all citizens of Troy.	
Strategy 2.1:	Regularly monitor public safety services to ensure effective response times. Supplement equipment and facilities where necessary to increase response.
Strategy 2.2:	Employ Crime Prevention Through Environmental Design (CPTED) principles in all public projects, and encourage these design principles in other new developments.

ENVIRONMENT

Troy is a community well-endowed with environmental resources, from the Cuivre State Park and its abundance of greenspace to the surrounding farmland and open fields surrounding its neighborhoods. Local task forces have cited the importance of protecting the Troy environment and open spaces because of their positive impact on city standard of living.

Climate

The climate of Lincoln County is classified as humid continental with cold winters and hot, humid summers with precipitation occurring primarily in the summer months. The average summer temperature is 75° F with an average daily maximum temperature of 87° F. The highest average and average daily maximum temperatures occur in July and August. During winter the average temperature is 30° F, with an average daily minimum temperature of 20° F. The lowest average daily minimum temperatures occur in the month of January.

Precipitation occurs throughout the year with a total annual precipitation of approximately 36.5 inches, of which two-thirds occurs from April through September. The average seasonal snowfall is approximately 18 inches occurring primarily from December through March with the month of January having the highest average snowfall of 5.7 inches.

Hydrology: Streams and Floodplains

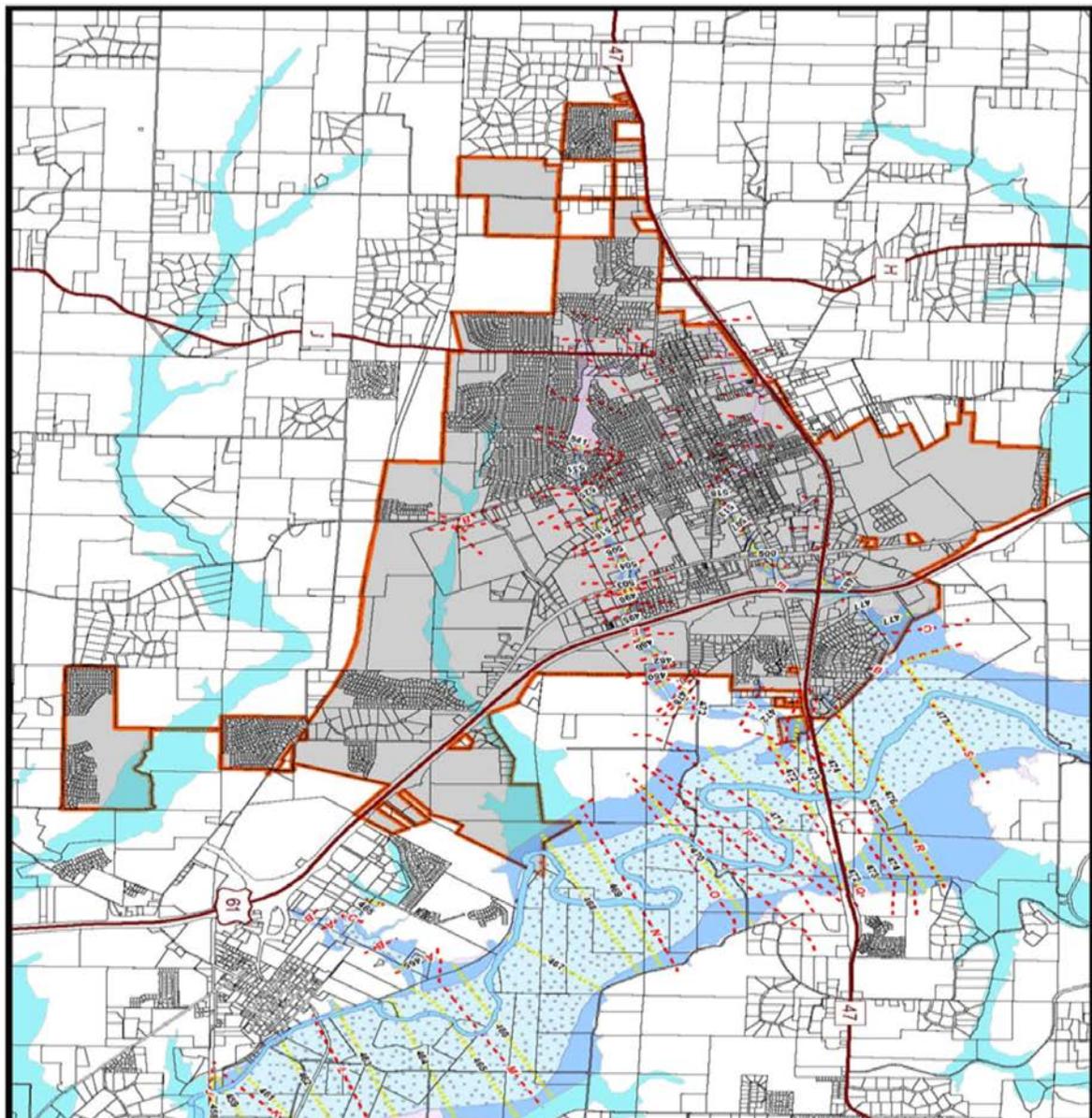
Troy is located near the Cuivre River. A good part of the river's course marks the borders between the counties of Lincoln and St. Charles before emptying into the Mississippi River north of St. Louis, Missouri. The Cuivre River State Park near Troy, Missouri has its southwestern borders on the river.

Topography and Geology

Troy is located in the Ozark Plateau physiographic province of the United States. Level to gently rolling topography generally characterizes upland areas with the wide alluvial floodplain along the Mississippi River and Cuivre River. The Mississippi River borders Lincoln County on the east while the Cuivre River is located approximately three-fourths of a mile east of Troy. The residual soils of the upland areas overlay windblown loess and glacial till which was deposited by the glaciers during the Pleistocene Ice Age. Elevation within Lincoln County varies from 420 feet above sea level at the confluence of the Cuivre and Mississippi Rivers to 900 feet above sea level in the northeastern part of the county. Elevations within the immediate area of Troy range from 440 feet above sea level along the floodplain of the Cuivre River, to 685 feet above sea level northwest of the city limits. The majority of the slopes within and around Troy range from 5 to 15 percent, with only a limited area of slopes approaching 20 percent. Surface water throughout Lincoln County drains into the Mississippi River.

Bedrock underlying Lincoln County consists primarily of sedimentary rocks, including dolomite, shale, sandstone, and limestone. Bedrock is exposed in the steeper areas and at the lower elevations along streams. Most of the uplands are underlain by rock of the Mississippian Geologic Age which consists of cherty limestone, shale, and extensive solution limestone. The soils within the area are generally fertile ranging from the rich alluvial soils of the floodplains to the deep loess soils of the uplands. The majority

of the geologic formations and soils within the area are suitable for urban uses such as residential and other developments, with minimal or no restrictions for development.



LEGEND

- FLOOD ZONES
- Floodway
- A Zone
- AE Zone
- 0.2% Zone
- Base Flood Elevation
- Cross Sections
- Osage River
- Parcels
- Troy City Limits

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THE CITY OF TROY MISSOURI

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**FLOOD
ZONES**

Challenges and Opportunities

Guiding Policies and Actions

The policies and action strategies below provide guidance to Troy decision makers in implementing the community's vision for environmental policies and strategies.

Environmental – Policies and Strategies	
E1. Enhancement of water quality, control of stormwater runoff, and wise management of the floodplain are important community priorities. Proactive solutions and conservation measures should be promoted to improve environmental quality.	
Strategy 1.1:	Stormwater management regulations should emphasize “low-impact” stormwater techniques such (e.g., bio-swales, permeable pavement) to improve the quality of stormwater destined for waterways.
Strategy 1.2:	Discourage inappropriate land uses and development within floodplains. Revise floodplain ordinances to incorporate appropriate land uses. Where feasible, acquire and relocate development out of floodplain.
E2. The open spaces and agricultural farms surrounding Troy are important features of the community's character that should be preserved.	
Strategy 2.1:	Encourage development first as infill in areas already developed, particularly in the downtown and in neighborhoods immediately surrounding the downtown area.
E3. The natural resources around Troy add to the community quality of life and should be protected and conserved.	
Strategy 3.1:	Implement multi-modal trail plans and develop plans for other multimodal routes through the community to reduce vehicular use and improve air quality.
Strategy 3.2:	Educate the public on environmentally friendly projects and practices. Establish interpretive signage along trails and in parks explaining environmental measures taken (for example: native wildlife habitats, water quality protection measures, green construction principles, etc.).
Strategy 3.3:	Public building and development projects should follow the principles of Leadership in Energy and Environmental Design (LEED). LEED compliance should be encouraged for private building and development.

LAND USE & BUILT FORM

One of the primary functions of the Comprehensive Plan is to establish city policies and strategies that will guide future land use in Troy and recommend additions or modifications to local ordinances governing land use. The following discussion addresses existing and proposed land uses and provides recommendations for achieving the vision for the future of Troy.

Existing Land Use Categories

A look at existing Troy land use consists of a mixture of uses reflective of a typical community. Single family residential uses predominate, and are supplemented with some multi-family development, supportive commercial and industrial uses, and community facilities. The major changes in the city's land use pattern during the last thirty years include the expansion of residential subdivision development into the east, west, and southwest portions of the city, the extensive commercial expansion along MO Highway 47, and the establishment of an industrial area in the southeastern portion of the city. In addition, many new public and community facilities have been constructed during this period.

A map of the existing city land uses follows and is summarized below. Troy land use broadly follows logical historical development patterns. Commercial areas are mostly concentrated along major transportation routes and nodes. Areas of the densest development with smallest lot sizes are found in the downtown commercial area. Residential areas encircle the downtown, with smaller lots closer in to downtown, gradually getting larger farther away from downtown. Open spaces and farmland surround these residential areas, but are punctuated with occasional residential subdivisions.

Residential

Single family residential development is the prevailing land use within Troy. There are two distinct areas of residential development in the city; the original, older section of the city, and the newer subdivisions in the outer areas of the city. New subdivision development has primarily been responsible for the developed portion of the city. During the ten-year period from 1997-2006 the city issued 1526 building permits for single-family residential units.

Commercial

Similar to residential development, commercial development within the City of Troy is comprised of two distinctly different areas. The central business district, the original commercial area in the city, extends along Main Street for a six block area from College Street on the north to Wright Street on the south. An extension of this business district occurs eastward along East Wood Street and East Cherry Street, to South Lincoln Drive just west of U.S. Highway 61.

The current center of commercial development in Troy is found in a corridor along State Route 47 between the interchange with U.S. Highway 61 to its intersection with Main Street. The major commercial uses along this corridor include a Wal-Mart Supercenter, The Plaza, Lincoln County Shopping Center, a Super 8, and numerous auto-oriented highway uses such as service stations, restaurants and auto sales and repair facilities.

Secondary areas of commercial use include North and South Lincoln Drive, and Frenchman's Bluff Road, which serves partially as an outer road to U.S. Highway 61. The primary commercial uses within these areas are highway and auto oriented.

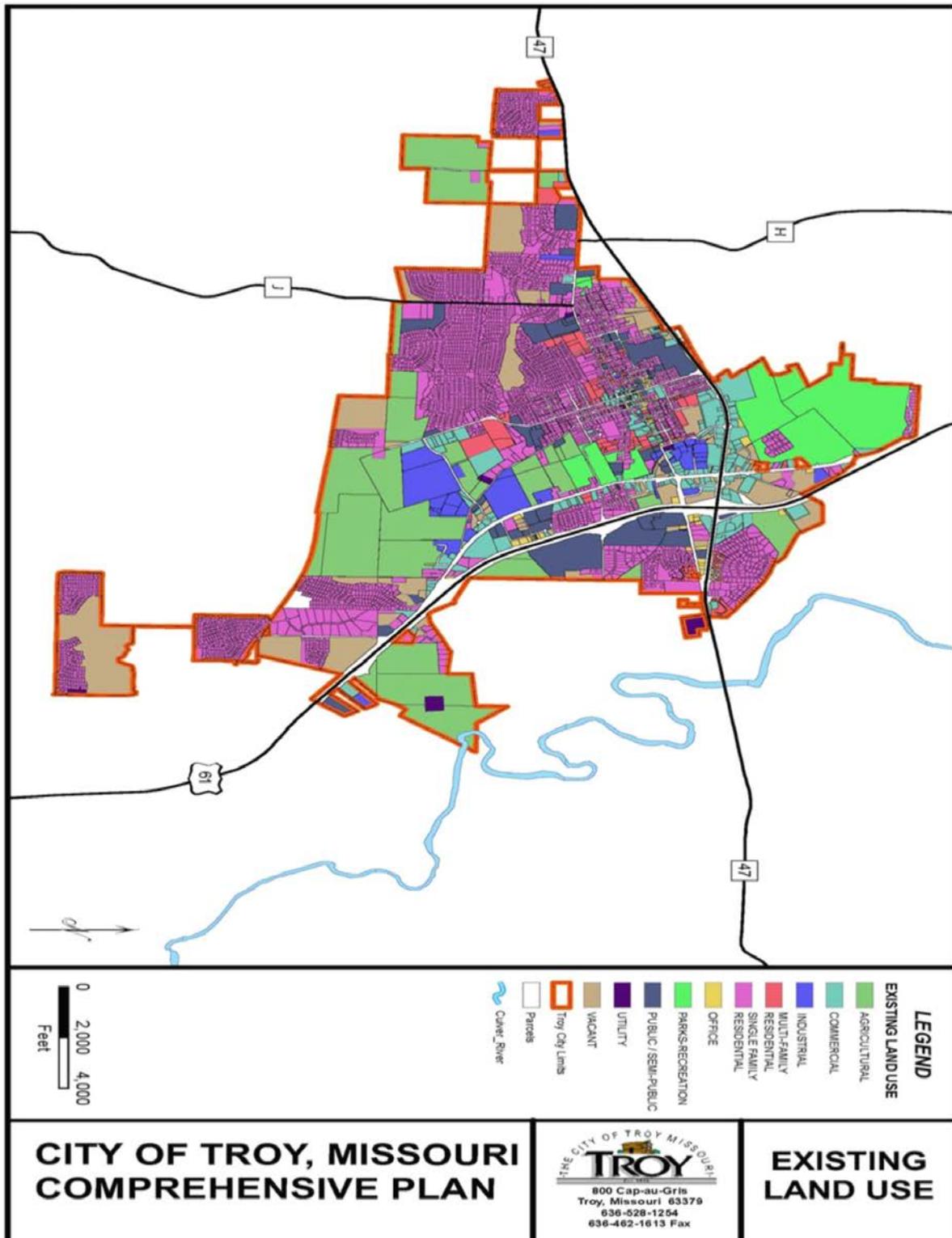
Office

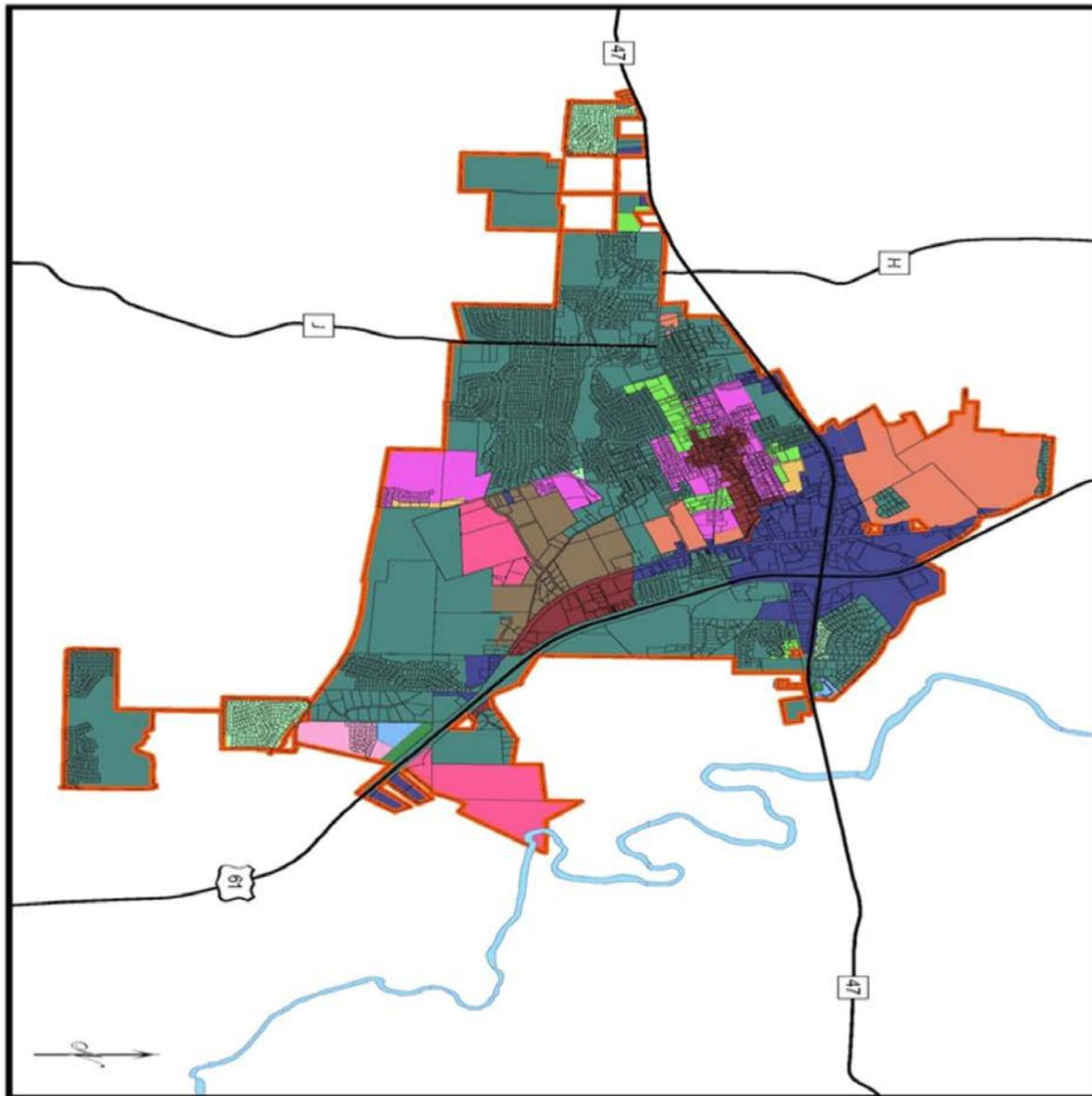
There is limited office development in the City of Troy. The majority of office space within the city consists of small independent offices for doctors, dentists, lawyers, and other small businesses. There are also several state and county offices providing public services. Park Plaza Center adjacent to the Lincoln County Correctional Facility along U.S. Highway 61 represents one of the larger office buildings. The primary concentrations of office space are in the central business district, along East Cherry Street, and along the MO Highway 47 corridor. The concentration of office space within the central business district is primarily related to the presence of the Lincoln County Courthouse, while the office space on Cherry Street is related to the Lincoln County Medical Center.

Industrial

Industrial uses encompass those lands involved in the manufacture, processing, warehousing, and distribution of products. Industrial use in the City of Troy occurs in two geographically separated areas. The first area consists of an older established industrial area located west of U.S. Highway 61 between Highway 47 and East Cherry Street. The majority of the industry within this area is related to the trucking industry.

The second area of concentrated industrial use is the newer industrial area in the southeastern portion of the city along South Lincoln Drive and Old Moscow Mills Road. This industrial area was established in the late 1980s and has several medium to large sized parcels available for development. Several industrial tracts have been developed within this area with Bodine Aluminum, and Harcourt Brace being the primary industries employing 800 and 150 people respectively. Bodine Aluminum opened its facility in Troy in 1993, and has continued to expand since that time.





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**CITY OF TROY, MISSOURI
COMPREHENSIVE PLAN**

THE CITY OF TROY MISSOURI

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**CURRENT
ZONING**

Future Land Use and Growth Management

The proposed future land use is developed based on analysis and evaluation of the other elements and information presented earlier in the comprehensive plan. It is based on planned infrastructure improvements, opportunities for development, adjacent County development, and recommended land uses in environmentally or historically sensitive areas. Many of the existing Troy neighborhoods and surrounding areas are attractive and solid in character. A key objective of the future land use plan will be to protect much of the existing neighborhood fabric and ensure that future development follows historical patterns and enhances existing land use patterns. In general, higher density and historically sensitive development is recommended for the center of city, while policies to maintain open space and natural features are recommended for the outskirts of city. Eight future land use categories are recommended for Troy and are discussed in greater detail below. A Future Land Use Map is found on the following page.

Downtown Central Business

This category is the traditional historic downtown commercial center of the city, with attached buildings on small lots placed close to the street. Land uses focus on a mix of service and commercial businesses, with residential spaces above the ground floor. Future development should continue existing traditional downtown patterns with buildings close to the sidewalk, pedestrian amenities, coordinated lighting, and parking on street or in landscaped lots at the rear of downtown buildings. Design standards should guide future development, infill and rehabilitation to protect downtown character and historic elements.

Expanded Downtown

This category applies to areas adjacent to the downtown that were previously dedicated to business and light and heavy industry, but present some opportunities for new uses. Existing light industrial uses should include landscaping and buffers to minimize land use conflicts. New uses compatible with downtown and adjacent residential areas are encouraged, such as development of residential or commercial uses and adaptive reuse of buildings for more compatible uses, such as live/work spaces, mixed business and residential use, offices, or flexible space.

Commercial Corridor

This land use category generally surrounds major highway traffic corridors and accommodates predominantly commercial development on larger lots that is oriented to automobile access. Development in these areas should adhere to guidelines emphasizing trees and landscaping at the street, shaded parking lots, coordinated road entrances, minimized signage and lighting, low-impact development techniques for stormwater management, and other measures to mitigate adverse characteristics common to this type of development. Minimum lot sizes should be approximately 5,000 square feet.

Medium Density Residential

This land use category applies to residential areas within the city on medium to large lots that are a minimum of one-half acre in size. Typical land uses include single family residential, duplexes, and small-scale townhouse developments.

Low Density Residential

This area features large lot single-family residential neighborhoods of city, suburban in character. Residential parts of Troy typically have a minimum standard of neighborhood amenities, and future development in the low density residential area should include streets, sidewalks, utilities, stormwater and other facilities typical of established residential neighborhoods in the City of Troy.

Agricultural and Rural Residential

These areas are generally large open spaces at the city periphery with little or no development, but managed for future expansion of development. Land uses include farms, wetlands or environmentally sensitive areas, and large-lot residential areas. A two acre minimum lot size is recommended for these areas.

Parks and Open Space

This land use category applies to existing and future publically-owned parks and recreational spaces, as well as public or private cemeteries.

Conservation

The conservation land use category generally encompasses floodplains and other sensitive environmental areas. New land uses should be limited to those that are not impacted by flooding and do not adversely impact water quality or important environmental features. Development should follow the land use and development recommendations of the Army Corps of Engineers, the Environmental Protection Agency, the Missouri Department of Natural Resources, and other appropriate state and federal agencies.

Design Guidelines for Rehabilitation and New Development

Communities are constantly undergoing physical change with the construction of new homes and businesses and the clearance of underutilized or damaged properties. The Troy built environment is comprised of a well-preserved downtown. The city should maintain its unique sense of place by managing construction so that future development complements the best existing residential and commercial patterns in the community. In general, appropriate infill development in existing neighborhoods should be encouraged over development in outlying undeveloped areas beyond the existing city built footprint. Infill buildings should generally replicate the scale and setback of surrounding buildings unless previous development patterns have contributed to a deterioration of the area. The principles below offer guidance for future development in Troy.

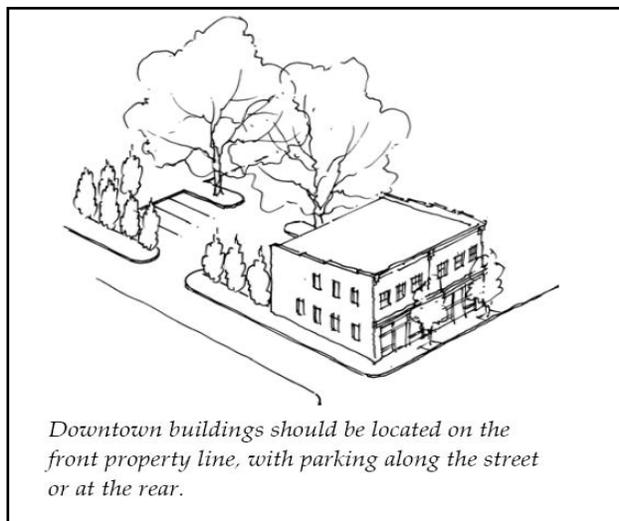
Downtown-Area Development

As the traditional city center of commerce and business, the downtown area is particularly important to Troy's identity and character. Most of downtown is located in a historic district, and it is important for future development to be carefully integrated into the historic fabric so that it enhances the downtown, reinforces its architectural character and contributes to the downtown's revitalization. New downtown development should consider the following:

- Rehabilitation and reuse of existing historic buildings should be encouraged over demolition. Existing buildings should be rehabilitated and carefully maintained, and inappropriate elements that cover or detract from architectural details should be removed from building façades.



- New buildings in downtown should be located close to or on the front property line. New construction should not duplicate existing architecture, but relate to surrounding historic properties. They should be designed to respect the scale, mass, dimensions and general style of adjacent historic buildings and to promote a pedestrian scale along the street.
- Parking in downtown should be primarily accommodated along the street or in existing common areas behind or to the side of buildings. Lots and streets should be shaded by canopy trees and made attractive with landscaped islands.
- Above-ground utilities should be placed underground or at the rear of properties where possible.
- Signage should be strictly controlled in downtown to maintain historic character. Signage placed on a building should relate to the architectural features of the building and not obstruct key architectural features.



Commercial Corridor Development

As mentioned previously, the commercial corridors leading into downtown Troy give an important first impression of the community to visiting business leaders, potential relocating employees or residents, and tourists. In particular, the MO Highway 47 corridor north and south of downtown and U.S. 61 to the east set the tone for the community to newcomers. Development along all of these corridors extends beyond city jurisdiction, so Troy should work with Lincoln County to coordinate development along these approaches. Traditional corridor development in much of North America is typically associated with urban sprawl, with national chain businesses constructing large buildings on large lots,

with maximum signage and vehicular convenience, all bearing little relation to the unique qualities of the host community. The following guidelines should be considered to mitigate this type of development.

- Parking areas should be limited to the minimum amount needed for adjacent businesses and should be placed primarily at the side and rear of buildings where possible. Shared parking and connectivity between adjacent properties should be encouraged.
- Parking lots should be shaded by mature canopy trees to minimize absorption of solar heat by asphalt. Use permeable paving where possible to facilitate water infiltration into the ground and use bio-swales to accept and filter stormwater runoff.
- Carefully site new buildings and parking areas to preserve healthy mature trees where possible.
- Use landscaping to minimize the visual impact of paving by creating a landscape buffer along streetfronts and creating islands throughout parking areas.
- Preserve and reuse existing buildings, particularly if they are historic or have distinctive architectural qualities. Locate new buildings as close to the street as possible.
- Views along the streetfront should be attractive and not cluttered. Above-ground utilities should be placed either below ground or at the rear of properties where possible. Signage should be limited to the minimum necessary for businesses and coordinated within the neighborhood or zone. Signs should be easy to read and in scale with the building where the business is located.

Residential Development

To protect the investment residents make in their homes, future renovation and construction in residential areas should adhere to the following guidelines to ensure the work reinforces and enhances the character of Troy neighborhoods.

- New homes should reflect the mass, proportion, scale, building materials and setback of surrounding properties.
- New residential developments should feature streets that are laid out in patterns that extend and connect to existing patterns of street networks. Street trees should be considered to unify residential areas.
- New residential developments should have pedestrian facilities and stormwater facilities.

Guiding Policies and Actions

The policies and action strategies below provide guidance to Troy decision makers in implementing the community's vision for appropriate land use.

Land Use - Policies and Strategies	
LU1. Physical growth and future land use in Troy should be carefully considered and managed to promote sustainable, orderly development patterns and enhance both community character and environmental features.	
Strategy 1.1:	Amend the Troy zoning ordinance to integrate land use principles and development standards recommended in this comprehensive plan. Revise the city zoning map to reflect these amendments.
LU2. Infill development and redevelopment of underutilized properties should be encouraged and promoted. New development should complement and enhance the character of surrounding development.	
Strategy 2.1:	Target areas that are opportunities for infill and redevelopment, and work with public and private partners to develop and implement plans. Market these opportunities to interested developers, businesses and economic-development agencies.
Strategy 2.2:	Establish development guidelines for priority areas, including the historic district and entry corridors. Work with property owners and neighborhood groups to improve the appearance of these areas. Consider incentives to encourage and assist in making improvements.
LU3. New development along highway entrance corridors and areas outside of the city core should be carefully considered with respect to development patterns and infrastructure requirements. New construction should be consistent with desired development standards and goals for community growth and expansion.	
Strategy 3.1:	Proactively encourage quality development in the outlying regions of the city through public education and by working with property owners and potential developers in advance of site development or rezoning applications. Provide appropriate information on desired development patterns and standards using a simple brochure or other information media.

PLAN IMPLEMENTATION MATRIX

To be effective, the Troy Comprehensive Plan should serve as a constant reference for government officials, developers and citizens to guide public decision making and land development. The City of Troy will provide leadership and direction to an array of partners including citizens and citizen groups, businesses, non-profits, regional jurisdictions, and various state and federal agencies to achieve the vision established by the plan. The various policies and action strategies recommended throughout the plan are summarized in the Implementation Matrix below for quick reference. The matrix also includes a target timeframe and potential partners for implementing the various action strategies.

Implementation Matrix

Policies and Action Strategies		BY YEAR			Key Partners
		2	5	10	
People and Neighborhoods - Policies and Strategies					
<p>PNI. Troy neighborhoods contribute significantly to the community character and the quality of life. They should be maintained and enhanced to provide a safe, healthy environment for residents. New structures in existing neighborhoods or new in-fill residential developments should respect the surrounding building development patterns and complement the architectural qualities of existing buildings. New housing developments outside of the downtown center should respect and conserve environmental features and should connect to the overall city street network.</p>					
Strategy 1.1:	Promote reinvestment in older Troy neighborhoods by prioritizing neighborhoods for revitalization. Create neighborhood groups or work with homeowner associations to develop neighborhood “master” plans for targeted areas and establish housing rehabilitation programs to address blighted or foreclosed properties and promote redevelopment/revitalization opportunities.				Mayor, Planning & Zoning Commission, neighborhood groups, citizens
Strategy 1.2:	Encourage private neighborhood improvement initiatives to revitalize neighborhoods. Support the work of neighborhood associations, adopt-a-street programs, community gardens and others. Provide in-kind support where appropriate; consider a future neighborhood grant program to facilitate small projects.				Mayor, City Council, neighborhood groups, local businesses, citizens
Strategy 1.3:	Work with property owners and neighborhood groups to encourage proactive property maintenance and promote neighborhood pride and investment. Work cooperatively to eliminate blighting influences and address building maintenance and other code enforcement issues. Facilitate and streamline communication between the city’s Building Department and citizens to ensure effective reporting and response to property maintenance issues.				City Code Enforcement, neighborhood groups, property owners

Policies and Action Strategies		BY YEAR			Key Partners
		2	5	10	
PN2. The long-term success of a community depends on maintaining a broad cross-section of diverse age groups. In particular, young adults and families are important participants in the vitality and future of Troy. Efforts to attract and retain young adults and families in the community should be expanded.					
Strategy 2.1:	Retain graduating seniors in the region by expanding work opportunities for youth in local government, public institutions, and businesses. Offer youth internships to city residents. Promote career and training opportunities through community postings and counseling in conjunction with the Lincoln County Schools and the Missouri Career Center.				Troy Chamber of Commerce, Lincoln County School System, Missouri Career Center
Strategy 2.2:	Pursue a Parks and Recreation Master Plan with Lincoln County to identify recreational activity needs for children and young adults. Encourage participation of the area's church and sports organizations.				Troy Public Works, Planning & Zoning Commission, local churches, local civic groups, citizens
Strategy 2.3:	Encourage the expansion of quality child care facilities by private organizations. Provide leadership to and work with community groups, organizations and businesses to facilitate opportunities for child care.				Chamber of Commerce, Troy Business Association, private providers
PN3. The availability of a diversity of housing types and price ranges is important to the overall health and sustainability of Troy. A variety of quality housing options is needed to sustain desirable residents and attract new ones.					
Strategy 3.1:	Encourage private initiatives to develop quality housing options, particularly in the downtown area in the form of upper floor units above ground floor commercial uses. Consider incentives that may assist development such as façade improvement grants, historic tax credits, or other programs.				Mayor, Planning & Zoning Commission, City Council, private developers
Strategy 3.2:	Encourage the development of affordable live-work facilities for artists and other professionals near downtown. Work with downtown or artisan organizations to identify projects for underutilized buildings. Facilitate development opportunities through in-kind support, solicitation of funding, and use of other economic assistance tools.				Chamber of Commerce, Planning & Zoning Commission, private developers, regional artisan groups

Policies and Action Strategies		BY YEAR			Key Partners
		2	5	10	
Education and Health - Policies and Strategies					
EH1. Quality educational opportunities and continuous learning are fundamental to the prosperity and high quality of life in Troy. Quality education for all ages should be a priority for the community.					
Strategy 1.1:	Participate in long-range planning and programmatic development for a Higher Education Center to help educate the regional workforce, particularly with respect to targeted sectors of the regional economy.				Troy Chamber of Commerce, Planning & Zoning Commission
Strategy 1.2:	Sponsor and promote continued learning and training through public school and continuing education programs that meet the needs of local businesses and targeted economic sectors. Encourage the Troy and Missouri Career Center to establish a working committee representative of diverse government and private partners to coordinate workforce development issues and needs, and to facilitate development of appropriate educational programs.				Troy Chamber of Commerce, Lincoln County School System, BRPC, local business leaders.
Strategy 1.3:	Promote neighborhood community centers in Troy that can provide accessible opportunities for continued learning activities. Consider joint facilities with partner organizations where possible.				Parks Department, Lincoln County, civic groups, churches, Lincoln County school system
Strategy 1.4:	Work with Powell Memorial to identify appropriate space for expanded library facilities that can optimally serve both the Lincoln County and Troy residents.				Planning & Zoning Commission, Lincoln County Library system
EH2. Healthy citizens and outstanding healthcare facilities are vital to sustaining a high quality of life in Troy. The healthcare industry represents an important part of Troy’s economy in terms of employment and as a provider of services. Using these valuable resources and working with influential partners should be a priority to further community development, education, and overall prosperity.					
Strategy 2.1:	Build healthy citizens by providing increased outdoor recreational opportunities; assemble partners who can help implement and sustain development plans for new city parks, trails, and other healthy initiatives.				Parks Department, DED, MoDOT, ECMODEV, DNR

Comprehensive Plan 2012

Policies and Action Strategies		BY YEAR			Key Partners
		2	5	10	
Strategy 2.2:	Encourage connectivity and linkages between parks and public spaces in Troy. When considering new development patterns or revitalization strategies, locate buildings and community facilities in areas where there are optimal opportunities for multi-modal access and connectivity.				Troy Chamber of Commerce, Planning & Zoning Commission, MoDOT
Strategy 2.3:	Maintain regular communication with the healthcare industry in Troy and the region to understand long-term goals and needs that may be relevant to overall community improvements and public infrastructure.				Mayor, Troy Chamber of Commerce, hospital system

Economic Development - Policies and Strategies

ED1. The future economy of Troy should be diversified and build upon a variety of complimentary sectors, including: health care; wood and plastic products; agriculture; tourism and hospitality; and transportation and warehousing.

Strategy 1.1:	Continue the development of the Troy Area Chamber of Commerce Economic Development Program for Troy that identifies priority economic development efforts and special initiatives/projects that may require public infrastructure. Align with the goals and strategies outlined in the Lincoln County Economic Development Strategy.				Troy Chamber of Commerce, Troy Convention & Visitors Bureau, City Council, Lincoln County, local business leaders
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ED2. The natural environment, historic resources and cultural assets of Troy offer unique opportunities for additional economic development. Tourism can be a fundamental component of the city economic development strategy, and efforts to develop the tourism sector should be strengthened.

Strategy 2.1:	Develop a local and regional tourism plan that effectively sets forth a working strategy for enhancing and improving tourism opportunities and efforts. Designate coordinating champions and establish a working committee that is responsible for assembling partners, implementing projects, and reporting progress.				Troy Convention & Visitors Bureau, Troy Chamber of Commerce, Lincoln County, local business leaders
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Comprehensive Plan 2012

Policies and Action Strategies		BY YEAR			Key Partners
		2	5	10	
Strategy 2.2:	Facilitate expansion of existing businesses and attract new businesses that support the tourism industry. Encourage development in downtown that will provide supporting services for tourists (e.g., hotel, retail, restaurants, etc.)				Troy Chamber of Commerce, Troy Convention & Visitors Bureau, local business leaders
Strategy 2.3:	Prepare and implement a new downtown wayfinding signage plan. In particular, provide landscaping for entry signage and install consolidated wayfinding signage throughout city to orient tourists.				Public Works
ED3. Development should protect the historic character of Troy and enhance the community visual and environmental integrity, as these are keys to a high standard of living and are marketable amenities to tourists and employers.					
Strategy 3.1:	Develop commercial corridor guidelines to improve the visual appeal of entrance corridors to Troy. Coordinate with Lincoln County for areas beyond city limits.				Public Works, Planning & Zoning Commission, Lincoln County
Strategy 3.2:	Encourage preservation of rural character in areas surrounding Troy.				Planning & Zoning Commission
ED4. Artistic and cultural amenities are important to the quality of life in any community. These sectors should be identified, promoted, and strengthened as part of the economic development strategy for the city.					
Strategy 4.1:	Develop and expand art, music and culture programs in the city. Provide direction for private efforts to develop facilities for these programs, particularly in underutilized buildings or properties along Main Street. Coordinate these efforts with other plans in the community, such as the approved Troy Aquatic Center.				Mayor, Planning & Zoning Commission, Troy Convention & Visitors Bureau, local artisan groups
ED5. Downtown Troy is the historical center of community life and is essential to the unique identity and economic vitality of the city. Downtown enhancement is the key to Troy economic development.					

Comprehensive Plan 2012

Policies and Action Strategies		BY YEAR			Key Partners
		2	5	10	
Strategy 5.1:	Improve the balance between businesses, services and housing in the downtown. Consider amending the zoning ordinance to require ground floor uses to be restricted to retail. Support the development of retail shops in downtown and encourage development of housing in downtown buildings, including upper floor housing over first-floor commercial shops. Consider financial incentives and tax cuts for historic rehabs. Continue to support existing businesses and collaborate with the Downtown Business Association.				Troy Chamber of Commerce, Planning & Zoning Commission, City Council
Strategy 5.2:	Support and encourage downtown events that draw visitors into the downtown. Encourage collaboration between downtown businesses, event organizers and major downtown institutions (River Hills Farmer's Market, other local events, etc).				Troy Convention & Visitors Bureau
Strategy 5.3:	Encourage sensitive rehabilitation and re-use of vacant or underutilized buildings and properties for businesses and housing. Consider opportunities to serve the facility needs of events programming and other facility needs of community groups.				Planning & Zoning Commission, civic groups, private developers
Strategy 5.4:	Consider applying and utilizing the resources of the Missouri Main Street Connection Program in planning for downtown enhancements and revitalization.				Mayor and City Council
ED6. Workforce training is a critical tool for redeveloping the community's economy. The city should work with local businesses, the school system, and other agencies to facilitate targeted development of these programs.					
Strategy 6.1:	Facilitate and lead communication between local businesses and training providers to develop training programs that meet local needs and prepare underutilized workers for the future economy. Collaborate with Boonslick Regional Planning Commission and the Missouri Career Center.				Troy Chamber of Commerce, Regional Universities and Community Colleges, Missouri Career Center, local businesses

Policies and Action Strategies		BY YEAR			Key Partners
		2	5	10	
Parks, Open Space and Recreation – Policies and Strategies					
PR1. Recreational opportunities are important amenities for the Troy community. Access to programmed and passive recreation opportunities should be supported. The city should expand all types of parks and recreational facilities in Troy.					
Strategy 1.1:	Invest in micro parks, neighborhood parks, and nature and preservation trails.				Mayor, City Council, Lincoln County, BRPC, DNR, Parks Department
Strategy 1.2:	Implement plans for the feasibility of new park complexes and facilities (i.e. baseball and soccer fields).				Mayor, Planning & Zoning Commission, MoDOT, neighborhood groups
Strategy 1.3:	Develop a <i>Parks & Recreation Master Plan</i> , in junction with Lincoln County, to determine and prioritize program and facilities needs for the City and County.				Planning & Zoning Commission, Parks Department, Lincoln County
PR2. Green infrastructure is a community's natural life support system, the ecological framework needed for environmental and economic sustainability. In their role as green infrastructure, parks and open space are a community necessity.					
Strategy 2.1:	The city should incorporate park and greenspace requirements into new developments, Planned Unit Developments, and redevelopment plans.				Planning & Zoning Commission, Lincoln County, private property owners
Strategy 2.2:	Require dedicated lots for micro parks, playgrounds or greenspace.				Planning & Zoning Commission, property owners
Strategy 2.3:	Require amenities for seniors where appropriate, such as fitness trails. Additionally, the city should improve current sidewalks, incorporate more greenspace in the community, and plant additional landscaping where appropriate.				City Council, DNR, Lincoln County

Policies and Action Strategies		BY YEAR			Key Partners
		2	5	10	
Transportation – Policies and Strategies					
T1. Providing alternative modes of transportation has important environmental and health benefits and helps reduce congestion on roadways. Troy should facilitate viable alternative transportation modes throughout the community.					
Strategy 1.1:	Encourage multiple transportation options and connected streets in new development. Work with local employers, citizen groups and other localities to link transportation effectively for workforce residents with employment centers.				Planning & Zoning Commission, local businesses, community civic organizations, private developers
Strategy 1.2:	Provide leadership and encourage private and public initiatives that can increase public transportation services in the region.				Mayor, Planning & Zoning Commission, BRPC, service agencies, private providers, nonprofit providers
Strategy 1.3:	Amend current codes and development permit regulations to require pedestrian access and street and connectivity criteria for new development and redevelopment, as well as develop and implement a maintenance policy for city streets.				Planning & Zoning Commission, Public Works, City Council, MoDOT
Strategy 1.4:	Include bicycle and pedestrian facilities in the design of new streets, particularly where they can be linked with existing facilities.				Planning & Zoning Commission, MoDOT
T2. The Troy transportation system provides important linkages to neighborhoods and employment centers. Street and roadway corridors should be safe, attractive, and complement adjacent residential and commercial development. Multiple modes of transportation should be encouraged and transportation systems should be designed to enhance the environment and existing development patterns.					
Strategy 2.1:	Design the proposed east-west corridor to enhance community settings. Provide sufficient landscaping, pedestrian amenities, and road widths that are in keeping with the character of neighborhoods and commercial corridors. Include traffic calming measures where appropriate.				Public Works, Planning & Zoning Commission, MoDOT

Policies and Action Strategies		BY YEAR			Key Partners
		2	5	10	
Strategy 2.2:	The city should improve access to schools, to mitigate congestion and improve safety. Development of a Safe Routes to School Plan for the City of Troy should be considered.				Public Works, Planning & Zoning Commission, MoDOT, Lincoln County School System
Strategy 2.3:	The city should regulate better access for emergency response by enforcing street width codes where appropriate, and by applying alternate strategies such as one way streets where widening is not an option.				Planning & Zoning Commission, Public Works, Lincoln County Emergency Management

Public Services and Infrastructure – Policies and Strategies					
PSIN 1. Sufficient and reliable public utility infrastructure is important in maintaining the quality of life for residents and attracting economic investment. New development should be planned and coordinated carefully to ensure sufficient capacities or coincide with planned improvements.					
Strategy 1.1:	Identify failing water and wastewater systems in the city and work with Public Water Districts to expand public water and sewer services. Priority should be given to areas of environmental sensitivity or elevated health risk.				Public Works, Lincoln County, DNR
Strategy 1.2:	Expand telecommunication infrastructure in Troy as a tool for economic development and to improve public communication opportunities.				Troy Chamber of Commerce, BRPC
PSIN 2. Police, fire and rescue services are important elements of public safety that are fundamental to the community’s quality of life. Services should be efficient and effective in serving all citizens of Troy.					
Strategy 2.1:	Regularly monitor public safety services to ensure effective response times. Supplement equipment and facilities where necessary to increase response.				City Council, Police, Fire, EMS
Strategy 2.2:	Employ Crime Prevention Through Environmental Design (CPTED) principles in all public projects, and encourage these design principles in other new developments.				Planning & Zoning Commission, private developers

Comprehensive Plan 2012

Policies and Action Strategies		BY YEAR			Key Partners
		2	5	10	
Environmental – Policies and Strategies					
E1. Enhancement of water quality, control of stormwater runoff, and wise management of the floodplain are important community priorities. Proactive solutions and conservation measures should be promoted to improve environmental quality.					
Strategy 1.1:	Stormwater management regulations should emphasize “low-impact” stormwater techniques such (e.g., bio-swales, permeable pavement) to improve the quality of stormwater destined for waterways.				Public Works, Mayor, City Council
Strategy 1.2:	Discourage inappropriate land uses and development within floodplains. Revise floodplain ordinances to incorporate appropriate land uses. Where feasible, acquire and relocate development out of floodplain.				Planning & Zoning Commission, City Council
E2. The open spaces and agricultural farms surrounding Troy are important features of the community’s character that should be preserved.					
Strategy 2.1:	Encourage development first as infill in areas already developed, particularly in the downtown and in neighborhoods immediately surrounding the downtown area.				Planning & Zoning Commission
E3. The natural resources around Troy add to the community quality of life and should be protected and conserved.					
Strategy 3.1:	Implement multi-modal trail plans and develop plans for other multimodal routes through the community to reduce vehicular use and improve air quality.				Planning & Zoning Commission, City Council, MoDOT
Strategy 3.2:	Educate the public on environmentally friendly projects and practices. Establish interpretive signage along trails and in parks explaining environmental measures taken (for example: native wildlife habitats, water quality protection measures, green construction principles, etc.).				City Council, civic groups
Strategy 3.3:	Public building and development projects should follow the principles of Leadership in Energy and Environmental Design (LEED). LEED compliance should be encouraged for private building and development.				Mayor, Town Public Works, City Council, private developers

Comprehensive Plan 2012

Policies and Action Strategies		BY YEAR			Key Partners
		2	5	10	
Land Use – Policies and Strategies					
LU1. Physical growth and future land use in Troy should be carefully considered and managed to promote sustainable, orderly development patterns and enhance both community character and environmental features.					
Strategy 1.1:	Amend the Troy zoning ordinance to integrate land use principles and development standards recommended in this comprehensive plan. Revise the city zoning map to reflect these amendments.				Public Works, Planning & Zoning Commission, City Council
LU2. Infill development and redevelopment of underutilized properties should be encouraged and promoted. New development should complement and enhance the character of surrounding development.					
Strategy 2.1:	Target areas that are opportunities for infill and redevelopment, and work with public and private partners to develop and implement plans. Market these opportunities to interested developers, businesses and economic-development agencies.				Troy Chamber of Commerce, Mayor, City Council
Strategy 2.2:	Establish development guidelines for priority areas, including the historic district and entry corridors. Work with property owners and neighborhood groups to improve the appearance of these areas. Consider incentives to encourage and assist in making improvements.				Planning & Zoning Commission, neighborhood groups
LU3. New development along highway entrance corridors and areas outside of the city core should be carefully considered with respect to development patterns and infrastructure requirements. New construction should be consistent with desired development standards and goals for community growth and expansion.					
Strategy 3.1:	Proactively encourage high quality development in the outlying regions of the city through public education and by working with property owners and potential developers in advance of site development or rezoning applications. Provide appropriate information on desired development patterns and standards using a simple brochure or other information media.				Planning & Zoning Commission, Public Works, private developers, property owners

CONCLUSION

The City of Troy is a pleasant rural community full of historic charm and character. Its residents are active in the community and are passionate about the city they live in. With its relatively young housing stock and envious location adjacent to MO Highway 47 and U.S. 61, the City of Troy is one of the great communities to buy a home and raise a family in the East Central Missouri region. With many businesses and amenities in or close by the city, Troy's location ensures a viable future for future generations.