

Town of Troy,  
New Hampshire

# ECONOMIC DEVELOPMENT PLAN



ADOPTED BY THE TROY PLANNING BOARD  
SEPTEMBER 2, 1998

# TOWN OF TROY, NEW HAMPSHIRE

## ECONOMIC DEVELOPMENT PLAN

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## **I. INTRODUCTION**

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Troy is a small town of about 2,100 people located in the southwestern part of New Hampshire. Troy has a sizable and unique inventory of historic homes and properties within a large and contiguous area that has great potential as a designated Historic District. Most of the Town's population is concentrated on a very busy state highway and around a beautiful common area. Most public service facilities and retail stores are in a fairly tight 2-3 block radius around the common area.

The village is overshadowed by a potential highway bypass project that, if approved, is expected to take place within the next five years (see map following). Route 12 runs directly through Troy, north-south, and is the corridor that funnels traffic from northern and central New Hampshire and eastern Vermont to Massachusetts. Average daily traffic counted at the Common is approximately 10,000 vehicles per day; nine to sixteen percent of this traffic is created by trucks, and 78% of it is through-traffic. A proposal is pending with the New Hampshire Department of Transportation that would move the highway to the eastern side of Town. It is anticipated that the bypass will not only eliminate the negative effects on the Common due to the heavy traffic, but might also result in future land development in the area.

During the 1990s Troy has seen businesses and services that were located in the downtown area suffer and eventually close down. Properties have been devalued because of this situation, and the overall image of the Common has been affected. Concerns grew on the part of Town officials and residents alike as to what would happen to Troy if this trend should continue. Opportunities for other types of economic development in Town seemed to be limited, as the Town is relatively property poor, with very little available road frontage.

The uncertainty of the bypass project, combined with a distinct feeling that something needs to be done to guide the Town led to this planning effort. The general consensus is that, regardless of whether the bypass is built or not, or if so, how long it might take, the Town can't wait to take action on its problems. The purpose of this document is to assist in an economic restructuring of the Town, and guide the decision-making process regarding future economic development in the Troy. In order to accomplish this goal, information relative to Troy's past economic status, labor force characteristics, existing land use, etc., is presented and analyzed.

## II. FINDINGS, GOALS AND RECOMMENDATIONS

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Many of the recommendations deemed appropriate for Troy are based in large part on public input that was received during a Village Enhancement Project undertaken in 1997 - 1998, which will be discussed in detail later.

### FINDINGS:

- ◇ Troy has evolved into a “bedroom community” serving Keene, for the most part, and it is expected to remain in this role for some time to come.
- ◇ The Town has the natural and historic assets to become ***The Town to Live In*** in the Monadnock Region.
- ◇ The primary focus of economic growth should be in the area of services and limited light industrial-type businesses.
- ◇ Troy wants to change its historic image as that of a “mill town” and will initiate and support necessary action.
- ◇ Immediate attention is needed to address deteriorating conditions around the common area.
- ◇ The Planning Board supports the concept of a bypass around the Village in order to protect the existing historic and cultural features and to facilitate economic development in Troy.
- ◇ The Town is in a good position to support economic development in terms of availability of public facilities and services.
- ◇ There is widespread support for encouraging a diversified economic base in Troy.
- ◇ A need for elderly housing opportunities in Troy has been identified, and the development of such a facility strongly endorsed.

## **GOALS and RECOMMENDATIONS:**

**GOAL #1:** ENCOURAGE ALL EFFORTS TO PRESERVE AND MAINTAIN TROY'S UNIQUE HISTORIC AND CULTURAL ASSETS.

### **RECOMMENDATIONS:**

1. Maintain the Town Hall as an historic and architectural asset to the town, straighten the granite steps, and provide safe access.
2. Investigate renovation/repair options for Kimball Hall.
3. Ensure that the Troy Historical Society and the Senior Citizens will have adequate, usable space in Town.
4. Support the Library expansion as an anchor to the downtown and an essential cultural asset to the Town.
5. Endorse the Selectmen's support of the Route 12 Bypass, the development of which would take the heavy truck traffic out of the downtown, thereby preserving the historic assets of the Common, including the Town Hall.

**GOAL #2:** SUPPORT THE EFFORTS OF THE SELECTMEN, PLANNING BOARD, AND INDUSTRIAL DEVELOPMENT AUTHORITY TO REVITALIZE DOWNTOWN TROY.

**RECOMMENDATIONS:**

1. Support on-going efforts to beautify the Common, encourage user-friendly activities and features on the Common, such as benches - under the lights, use of the Common for special events, etc., and including striping the crosswalks leading to the Common area.
2. Pursue the redevelopment of the Village Barn property, which is a key commercial site in the downtown area.
3. Explore re-use options for the Troy Mills warehouses on the Common, which might include use as the police station.
4. Encourage the upgrading and maintenance of sidewalks and safer pedestrian access in the downtown area, in particular along Route 12 north and south.
5. Promote visitation of Troy as a tourist destination.
6. Work with the NH Department of Transportation to place advertising signs at both ends of the Route 12 bypass.
7. Improve Troy's Gateway image through appropriate signage, buffering, setbacks, etc.
8. Support the proposal for Elderly Housing at the south end of the Common,

**GOAL #3:** PROMOTE AND MAINTAIN LOCAL ECONOMIC VIABILITY BY EXPANDING THE COMMERCIAL/INDUSTRIAL TAX BASE.

**RECOMMENDATIONS:**

1. Support the continued presence of Troy Mills in town as major component of Troy's economy and labor force employment and, insofar as is possible, work with the Mill to assist in implementing future management and operations plans.
2. In the event that the Bypass is constructed, review the existing zoning provisions applicable to the land abutting the corridor to ensure that it is zoned for its highest and best use.
3. Work with the Town of Marlborough to explore possibilities for the best use of the land abutting the proposed bypass corridor.
4. Examine the existing ratio of residential to non-residential tax revenue and determine whether it represents a healthy balance for the local economy.
5. Explore options for increasing the supply of land that is suitable and zoned for commercial and/or light industrial uses.

**GOAL #4:** ENCOURAGE DIVERSE MARKET-COMPETITIVE COMMERCIAL AND INDUSTRIAL DEVELOPMENT IN APPROPRIATE LOCATIONS.

**RECOMMENDATIONS:**

1. Participate in efforts of the Troy Industrial Development Authority to determine what types of development would most benefit the Town.

2. Review the zoning ordinance to ensure that opportunities exist for balanced, appropriate economic development in Troy.

**GOAL #5:** RECOGNIZE THE SIGNIFICANCE OF RECREATION FOR ECONOMIC DEVELOPMENT IN TROY, AND IMPROVE THE RECREATIONAL OPPORTUNITIES ACCORDINGLY.

**RECOMMENDATIONS:**

1. Pursue enhancement of the Rails-to-Trail Program.
2. Market Troy as a tourist destination.
3. Use the Depot property to enhance access to the Village Pond, develop recreational opportunities for tourists and residents, which might include the establishment of a Visitor Center/Information Kiosk in Depot.
4. Provide a link between the Village Pond/Nature Trail in the downtown area and the Gap Mountain Reservation, using the Quarry Pond area as the connector.
5. Ensure that existing natural areas in town can be connected to regional trails and conservation areas.
6. Provide a parking area at Gap Mountain to encourage visitation of the mountain.

### **III. HISTORIC REVIEW OF TROY'S ECONOMY**

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Troy has a long history as a center in the region for commerce and industry. The town was settled around two very important features that contributed to its development: the South Branch of the Ashuelot River provided the water power needed to run generators for mills; and what is today NH Route 12, a significant north-south corridor even 100 years ago.

A railroad line was directed through Troy - the Cheshire Line, going north to Walpole and south into Massachusetts. At one time, the train made several trips a day through town, making it convenient for shoppers as well as contributing to the local industry. There was a storehouse and a freight house located near the Depot, as well as two Hotels.

The primary industry of Troy today is Troy Mills, a manufacturer of fabrics for the automobile industry. In its inception, the company was called Troy Blanket Mills, and for many decades produced horse blankets. Other smaller industrial uses in town were a box company and a shoe shop.

With the presence of the railroad and the industrial activities in Troy, the Common was home to a number of businesses that supported the industrial sector: as mentioned, there were two hotels; a woolen ware shop; a fish market; two general stores; and a tavern. In addition to these commercial uses, there were doctor's offices, schools, a library, and of course the Town Hall.

Farming was also carried on in Troy, but it never was the primary economic activity. Troy itself is not a large town, and much of the land is steep and not particularly well-suited to farming, especially outside of the downtown area.

#### **IV. THE LOCAL ECONOMY**

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Troy's economy is based on a mixture of service, retail and manufacturing establishments. There are currently 77 businesses registered with the state: 30 of these are retail; 34 are service; 10 are manufacturing; and three are distribution facilities. The largest industries in town are Troy Mills, Tommila Brothers Lumber Company, and Surell Accessories, which makes knitted fashion accessories. The Mill is located in the Village area, just behind the buildings on the east side of the Common; the lumber yard is on Route 12 south near the Fitzwilliam town line; and Surell Accessories is on Dustin Street.

The retail and service establishments are, for the most part, clustered in the Village and distributed along Route 12 north and south of the Village. Just north of the Village is a small shopping center that houses the Post Office, a restaurant, a gift shop, a video store, a hairdresser, and a convenience store. Outside of town to the east, near the Jaffrey town line by Perkins Pond, is the Inn at East Hill Farm, a very popular vacation spot for tourists to the region. And, scattered throughout the town, with no discernible pattern, are several home occupations and home-based businesses; in fact, many of the service establishments registered with the state are not carried out on the property, but at another location.

In addition to the above, a pick-your-own blueberry farm on West Hill has become extremely active in the last several years. The owners operate a small gift shop as part of the farming operation. This activity brings hundreds of tourists to Troy each summer. A comprehensive list of all known businesses in Troy is included in the Appendix.

About half of the jobs in Troy are held by nonresidents; the 1990 Census counted 632 jobs in town, with 331 of these being held by people who commute into town. The majority of these workers are coming from Keene and Swanzey, which means that Route 12 will be the major route utilized.

Transportation is a major issue for the economy, particularly for Troy Mills. The mill depends on pick-ups of finished product and delivery of

materials by tractor-trailer trucks; the location of the mill between two narrow town roads makes access difficult for the larger trucks.

## **V. THE LOCAL LABOR FORCE**

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Based on the most recent Census figures, in 1990 Troy had 1,125 people in the labor force - that means that of the total 1990 population of 2,097 living in town, 1,125 of them were over the age of 16 and were either actively seeking employment or were already employed. And, of these 1,125 persons, 72.4% were employed at the time the Census was taken. This rate is much higher than that of Cheshire County (69.8%), and close to the statewide rate of 71.3%. (Note that these numbers reflect the "labor force participation rate", which is not the same as the employment rate.)

Troy's population is predominantly made up of working-age people; 59.5% of the population in 1990 were within the 19 - 64 year old age group. Of the persons aged 18 and over, 41% had a high school diploma, and 11% had a bachelor's degree. Of those who did not have a high school diploma, 9.6% did not finish 9th grade, and 17.8% did not finish high school.

The median income of Troy residents is lower than that of Cheshire County or the state as a whole. The 1990 Census reports that the median household income was \$29,511 and the median family income was \$33,796. By comparison the other figures are:

	<u>MEDIAN HOUSEHOLD</u>	<u>MEDIAN FAMILY</u>
COUNTY	\$31,648	\$36,556
STATE	\$36,329	\$41,628

Even though the median household and family incomes are lower in Troy than in the county or the state as a whole, the poverty levels are lower in Troy than for either the county or the state; only 5.9% of Troy's total population was estimated to be living below the poverty level, compared with 6.7% for the county, and 6.2% for the state.

The average weekly wage for Troy workers is \$438. See Table #3 for information on how this number compares to other towns in the region.

Most of the Troy labor force work within the private, rather than the public, sector. The majority of jobs are in the manufacturing industry - slightly more in durables than in non-durables. The other principal occupation is in retail trade. Together, these three industries account for 51% of all jobs held by Troy workers. Individual occupations tend to be in production, fabrication, craft and repair, followed by administrative support and service occupations.

The majority - 70% - of Troy workers commutes out of town to their jobs. By far the greatest number commute to Keene. Most people drive alone to work, and the reported time for commuting for the largest number of people was between 10 and 30 minutes.

**TABLE #1:  
COMMUTING PATTERNS  
TOWN OF TROY, 1990**

<b>Residents and Nonresidents Working in Town</b>	<b>632</b>	<b>Estimated Residents Working:</b>	<b>1,006</b>
Nonresidents Commuting In	331	Commuting to Another Town	705
Commuting in Rate	52%	Commuting Rate	70%
<b>From Locations Within NH</b>		<b>To locations Within NH:</b>	
Keene	92	Keene	347
Swanzey	59	Fitzwilliam	85
Fitzwilliam	41	Jaffrey	47
Winchester	27	Rindge	36
Marlborough	17	Swanzey	34
Hillsborough	10	Peterborough	33
Roxbury	10	Marlborough	14
<b>Out of State</b>		<b>Out of State</b>	
Brattleboro, VT	7	Maine	0
Gardner, Ma	6	Massachusetts	7
		Vermont	12
		Other	3

SOURCE: US CENSUS

## **VI. LOCAL BUSINESS SUPPORT SERVICES**

- A.** Troy is fortunate in that the entire downtown area is served by municipal water and sewer systems. Both systems are adequate to serve present need, although increased demand would be a problem. The approved design flow of the sewer system is for 210,000 gallons per day; the current use ranges from 100 – 200,000 gallons per day, depending on usage by Troy Mills. Water is supplied by two wells – one artesian and one gravel pack, both located in the area of Perkins Pond. They pump at 69 and 20 gallons per minute, respectively, and just meet the existing need. Other than individual domestic use, the system cannot accommodate new water users of any scale.

The 1992 Master Plan identified areas recommended for expansion of these services – both along Dort Street, but note that the mobile home park off of Bigelow Hill Road has since been connected to the system.

Obstacles to extending either water or sewer lines are primarily topographical: moving in almost any direction away from the downtown, pipes need to go uphill, which means the installation of pumping stations that are expensive; furthermore, the presence of ledge necessitates blasting in order to lay the pipes. It appears then, that any new industrial or large-scale commercial use would need to be served by on-site water and sewer facilities.

- B.** Public utilities serving Troy are limited to electric transmission lines. There are no gas lines in this region at all, with the exception of limited natural gas service in the city of Keene. There is a cellular telephone tower located on West Hill in Troy, but under New Hampshire statutes, wireless communications facilities are not defined as public utilities.
- C.** Troy residents and workers have access to high quality emergency services. The town supports a professional police department that provides 24-hour a day coverage. Both the Fire Department and the ambulance service are operated and staffed by dedicated and competent volunteers. The ambulance service, which is entirely supported through donations, also participates in Mutual Aid coverage to the town of Fitzwilliam, south of Troy on Route 12.

- D.** The transportation network within the town of Troy consists exclusively of roads - there are no rail lines in operation, and the closest airport is in Swanzey. Troy has only about 30 miles of road: Route 12 accounts for less than four miles, but traverses the whole town from north to south. State-maintained local roads account for about five miles; and the remaining 22 miles of road are town-owned, 19 of these being paved and unpaved maintained roads.

Issues around the transportation system have been analyzed in depth for the Bypass Study and reported in the Environmental Assessment Evaluation (*NH Route 12 Improvement Project NHS-T-F-013-1 (35), 10434; VHB, Bedford, NH; April 1998*). The report notes that Route 12 carries about 10,000 vehicles a day through town, and this is expected to increase to 16,000 within the next 25 years. Up to 16% of this traffic is from trucks, which is a very high percentage compared to other state highways. Route 12 is essentially unchanged and unimproved through Troy since the 1940s, and is considered by the NH Department of Transportation to be substandard in terms of roadway width, steep grades, sharp curves, areas of restricted sight distance, poorly aligned intersecting roadways, and lack of guardrails. The report goes on to describe the various safety concerns, as well as obstacles to efficient traffic within and through town due to the inadequacy of Route 12. All of these problems contribute to a climate that neither supports nor encourages healthy economic development anywhere in town.

- E.** Human resource support for economic development in Troy has recently experienced a huge boost, in the form of an Industrial Development Authority (IDA) that was approved by the voters at the 1998 Town Meeting. The establishment of the IDA came out of the Downtown Revitalization Project that began in September of 1997. The group has a nine-person membership, which will oversee the future purchase, management, and/or sales of industrial lands or facilities in the town of Troy. Helping to establish the IDA was the Steering Committee of the Downtown Revitalization Project; both of these groups have received the full support and endorsement of the Selectmen and the Planning Board.

## **VII. THE REGIONAL ECONOMY**

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The Town of Troy is, for the most part, a bedroom community for the city of Keene, located 10 miles to the north. Of the over 1,000 persons in the labor force from Troy, approximately 70% work elsewhere (for the specific destinations, see Table #1). The regional economy is quite diversified; in fact the NH Department of Employment Services judges Cheshire County to have an economy very representative of the entire state in terms of diversification.

**TABLE #2:  
JOBS BY INDUSTRY, TROY AND CHESHIRE COUNTY 1990**

<b><u>Industry</u></b>	<b><u>Troy</u></b>	<b><u>% of Total</u></b>	<b><u>County</u></b>	<b><u>% of Total</u></b>
Agriculture/Mining	9	0.86%	701	1.9%
Construction	95	9.0%	2,946	8.2%
Manufacturing				
Durable	213	20.3%	5,928	16.4%
Nondurable	166	15.8%	2,513	7.0%
Transportation	26	2.4%	1,069	3.0%
Communications	14	1.3%	583	1.6%
Wholesale Trade	31	2.9%	1,213	3.4%
Retail Trade	156	14.8%	6,004	16.6%
Finance, Insurance, Real Estate	68	6.5%	2,667	7.4%
Business, Repair Services	58	5.5%	1,384	3.8%
Personal, Entertainment, Recreation Services	49	4.7%	1,461	4.0%
Health Services	34	3.2%	2,994	8.3%
Education Services	74	7.0%	3,738	10.3%
Other Services	33	3.1%	2,026	5.6%
Public Administration	25	2.4%	856	2.4%

SOURCE: NH DEPARTMENT OF EMPLOYMENT SECURITY

For both Troy and the county, manufacturing and retail trade made up the largest percentage of jobs held by residents. However, if all of the various types of service jobs were combined, these would account for 30% of jobs for Troy workers, and 39% for the county as a whole. In 1996, about 65% of the employment in Cheshire County was almost evenly divided between the manufacturing, retail, and service industries; the same was true for the Keene Labor Market Area, which covers Acworth and Langdon in Sullivan County, and 25 towns in southeastern Vermont.

The employment rate in Cheshire County (3.6% in 1996) is consistently one of the lowest in the state. Grafton County had the same rate, and Merrimack had the lowest in the state, with 3.0%.

## **VIII. TROY'S ECONOMIC POTENTIAL**

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In order to determine the economic potential of Troy and its ability to support business, certain items need to be evaluated, many of which have been discussed in previous sections. Comparisons are also important between Troy and its neighboring towns.

### **A. Characteristics of a Healthy Economy**

Employment and wage data for Troy and its neighboring towns indicates that Troy ranks 6<sup>th</sup> out of eight for average weekly wages (see Table #3), with \$438. Peterborough has the highest average weekly wage (\$540) and Rindge the lowest (\$344). Troy's wage is lower than both Cheshire County, at \$471, and the state, at \$533. Even though Troy's average wage is lower than other neighboring towns, it nevertheless enjoys a stable employment rate (along with the rest of the County), and has a lower poverty level rate than either the County or the state.

Tax Information collected for Troy and its neighboring towns (see Table #4) shows Peterborough to have the highest total valuation in 1997; Marlborough has the lowest, followed by Troy. The range is broad, from \$68,825,841 to \$335,951,690 (Troy is \$71,731,293). For all six towns presented in Table #4, by far the greatest proportion of the valuation is accounted for by residential use, from 70% for Troy to 85% for Fitzwilliam. And, even though Troy has nearly 67% of its acreage in current use, this represents only less than one percent of the total valuation of land and buildings in town. In fact, for all six towns, the percentage of total valuation accounted for by land enrolled in current use is very low.

Commuting patterns for Troy, based on 1990 Census information, demonstrate that there are an adequate number of employment opportunities within a reasonable distance from town. A large proportion of the commuting residents (347 out of 705) commute to Keene, which is only nine miles from Troy; and the second largest group of commuters (85 people) commute to Fitzwilliam, which is the next town to the south. The most frequently reported commuting time was between 10 and 30 minutes, which is not at all unusual in this part of the country.

**TABLE #3:  
EMPLOYMENT AND WAGES,  
TROY AND SELECTED TOWNS, 1996**

	<b>TROY</b>	<b>FITZWLM</b>	<b>MARLB.</b>	<b>KEENE</b>	<b>JAFFREY</b>	<b>PETERBOR.</b>	<b>RINDGE</b>	<b>CH.CY</b>	<b>NH</b>
<b>Population</b>	2,146	2,040	2,045	22,872	5,431	5,619	5,018		
<b>Manufacturing</b>									
Establishments	31	12	4	49	21	23	6	175	2,460
Jobs	473	169	71	3,676	1,026	1,253	72	6,609	104,283
Total Wages	\$10,880,103	\$5,181,717	\$2,151,004	\$113,373,966	\$33,334,762	\$46,621,024	\$2,062,095		
Average Weekly Wage	\$442	\$588	\$584	\$593	\$625	\$716	\$551	\$602	\$700
<b>Nonmanufacturing</b>									
Establishments	[included as	27	48	819	117	289	67	1,664	
Jobs	part of	209	199	N/A	867	3,317	1,174	20,107	
Total Wages	Manufacturing)	\$ 4,656,141	\$3,827,215	\$279,042,616	\$14,936,886	\$77,491,923	\$20,030,428		
Average Weekly Wage		\$427	\$370	\$420	\$331	\$475	\$328	\$427	
<b>Government</b>									
Jobs	60	53	85	1,985	307	119	48	4,066	71,281
Total Wages	\$ 1,252,116	\$ 1,184,740	\$1,788,414	\$53,077,569	\$8,036,849	\$2,564,669	\$1,048,263		
Average Weekly Wage	\$402.	\$429.	\$405	\$514	\$504	\$414	\$421	\$471	\$538
<b>Totals</b>									
Jobs	533	432	355		2,200	4,508	1,293	30,782	541,814
Total Wages	\$12,132,219	\$11,022,598	\$7,766,633	\$445,494,151	\$56,308,497	\$126,677,316	\$23,140,786		
Average Weekly Wage	\$438	\$491	\$421	\$464	\$492	\$540	\$344	\$471	\$533

SOURCE: NH DEPARTMENT OF EMPLOYMENT SECURITY

**TABLE #4:  
TOTAL VALUATIONS AND TAX RATES/TROY AND SELECTED TOWNS**

	Total Valuation	% of Total	Total Valuation	% of Total	1997	Tax Rate
<b>JAFFREY</b>	<b>1990</b>		<b>1997</b>			
Current Use	\$694,776	0.30%	\$1,217,966	1%	Municipal	\$9.42
Conservation Restrict			\$46,435	0%	County	\$2.49
Residential (L & B)	\$171,546,230	81%	\$163,796,100	79%	School	<u>\$22.87</u>
Manufact Housing	\$4,042,150	1.7%	\$2,568,400	1%	<b>TOTAL</b>	<b>\$34.78</b>
Commercial/Industrial	\$34,585,351	16%	\$33,944,600	16%		
Public Utilities	\$2,167,790	1%	\$6,075,800	3%		
<b>TOTALS</b>	<b>\$213,036,297</b>	<b>100.00%</b>	<b>\$ 207,649,301</b>	<b>100.00%</b>		
<b>PETERBOROUGH</b>	<b>1990</b>		<b>1997</b>			
Current Use	\$845,890	0.20%	\$1,253,300	0.38%	Municipal	\$7.96
Conservation Restrict			\$24,240	0.01%	County	\$2.08
Residential (L & B)	\$283,129,370	71%	\$241,696,040	71.93%	School	<u>\$19.61</u>
Manufact Housing	\$109,300	0.03%	\$119,200	0.04%	<b>TOTAL</b>	<b>\$29.65</b>
Commercial/Industrial	\$112,503,200	28%	\$87,653,710	26.10%		
Public Utilities	\$3,549,000	0.77%	\$5,205,200	1.54%		
<b>TOTALS</b>	<b>\$400,136,760</b>	<b>100.00%</b>	<b>\$335,951,690</b>	<b>100.00%</b>		
<b>TROY</b>	<b>1990</b>		<b>1997</b>			
Current Use	\$403,743	0.50%	\$689,010	0.90%	Municipal	\$7.77
Conservation Restrict			\$12	n/a	County	\$2.12
Residential (L & B)	\$62,716,348	75.10%	\$50,424,479	70.10%	School	<u>\$24.96</u>
Manufact Housing	\$2,696,650	3.20%	\$2,078,240	2.95%	<b>TOTAL</b>	<b>\$34.85</b>
Commercial/Industrial	\$15,609,450	18.60%	\$11,667,598	16.37%		
Public Utilities	\$2,139,150	2.60%	\$6,871,954	9.68%		
<b>TOTALS</b>	<b>\$83,565,341</b>	<b>100.00%</b>	<b>\$71,731,293</b>	<b>100.00%</b>		
<b>FITZWILLIAM</b>	<b>1990</b>		<b>1997</b>			
Current Use	(all land)		\$1,171,200	0.96%	Municipal	\$6.63
Conservation Restrict	\$71,357,225	48.70%			County	\$2.07
Residential (L & B)			\$103,928,400	85.38%	School	<u>\$18.79</u>
Manufact Housing	(all buildings)		\$4,506,050	3.70%	<b>TOTAL</b>	<b>\$27.49</b>
Commercial/Industrial	\$71,676,750	48.90%	\$8,823,200	7.25%		
Public Utilities	\$3,509,950	2.40%	\$3,300,350	2.71%		
<b>TOTALS</b>	<b>\$146,563,925</b>	<b>100.00%</b>	<b>\$121,729,200</b>	<b>100.00%</b>		
<b>MARLBOROUGH</b>	<b>1990</b>		<b>1997</b>			
Current Use	\$766,603	1.10%	\$742,898	1.08%	Municipal	\$9.25
Conservation Restrict			\$25,783	n/a	County	\$2.57
Residential (L & B)	\$56,158,479	86.60%	\$58,404,036	84.88%	School	<u>\$31.46</u>
Manufact Housing	\$597,100	0.90%	\$587,800	0.85%	<b>TOTAL</b>	<b>\$43.28</b>
Commercial/Industrial	\$6,431,115	10%	\$8,394,890	12.19%		
Public Utilities	\$907,202	1.40%	\$670,434	1.00%		
<b>TOTALS</b>	<b>\$64,860,499</b>	<b>100.00%</b>	<b>\$68,825,841</b>	<b>100.00%</b>		

**Table #4 Continued**

<b>RINDGE</b>	<b>1990</b>		<b>1997</b>			
Current Use			\$1,435,162	0.59%	Municipal	\$5.08
Conservation Restrict					County	\$2.26
Residential (L & B)	\$249,978,381	90%	\$188,045,900	76.75%	School	\$19.30
Manufact Housing	\$2,771,500	1%	\$2,341,200	0.96%	<b>TOTAL</b>	\$26.64
Commercial/Industrial	\$21,746,727	8%	\$48,475,300	19.79%		
Public Utilities	\$3,250,200	1%	\$4,702,100	1.91%		
<b>TOTALS</b>	\$277,746,808	100.00%	\$244,999,662	100.00%		

SOURCE: NH DEPARTMENT OF REVENUE ADMINISTRATION

**B. Local Assets**

Troy has valuable resources to support economic development in its existing infrastructure of water and sewer systems, and the police, fire and ambulance service. Troy has cultural, historic, and natural assets that greatly enhance and strengthen the community, such as: the Town Hall and Village Common area, the local library, the many architecturally significant buildings in town, and the traditional mixed-use development found in the Village area; the proximity to Mount Monadnock, Gap Mountain, the establishment of a multi-use recreational trail along the old railroad bed, and the Mill Pond and stream that run through the center of the Town. In addition to these wonderful assets, Troy has much to offer in the way of economic development in the town officials, organizations, and many devoted and dedicated individuals who are striving to make Troy a better place to live and work. The efforts of the Downtown Revitalization Project have made this evident.

**C. Land Available for Development**

Troy has a small land area - just over 11,000 acres, or 18 square miles and, as noted above, roadway mileage is limited to just over 30 miles. Most of the existing road frontage has already been developed; examination of the Existing Land Use Map prepared for the 1992 Master Plan shows that development fans out along all of the town and state-maintained roads that provide legal road frontage. There are approximately 2.5 miles of Class VI roads that are no longer in use - meaning they are not maintained by the town, therefore development on these roads is generally not permitted. Therefore, for any substantial development to take place in Troy, either new roads would have to be built into the interior lands, or existing Class VI roads would have to be upgraded to a Class V status.

Land that is currently zoned for commercial and industrial uses is found in the following locations:

- Route 12 north and south of the Village is zoned as a Highway Business District, permitting all of the uses that are allowed in the Village, as well as other types of commercial uses that are more suited for the highway, in terms of traffic, access, etc.
- The Village is zoned for a mixture of commercial, municipal, and residential uses.
- Two Light Industrial Districts were created through Town Meeting vote in 1993 (see the accompanying map). The uses permitted in these districts were selected in an effort to accommodate the access limitations that exist due to the already-mentioned problems with Route 12. Furthermore, the site on Dort Street has the additional constraints connected to Dort Street, which is narrow, and the existing residential development sets very close to the roadway. The Planning Board recognized that there were problems associated with both of these sites, but - as can be seen from the transportation network - Troy had very little other available land at the time that could be considered suitable for economic development.

The Industrial District is essentially the land on which Troy Mills is located. This was given the Industrial zoning designation, even though it is positioned within the Village and a densely developed residential area, so that the business would not be non-conforming and therefore limited in its ability to grow.

## **IX. ECONOMIC DEVELOPMENT PLAN**

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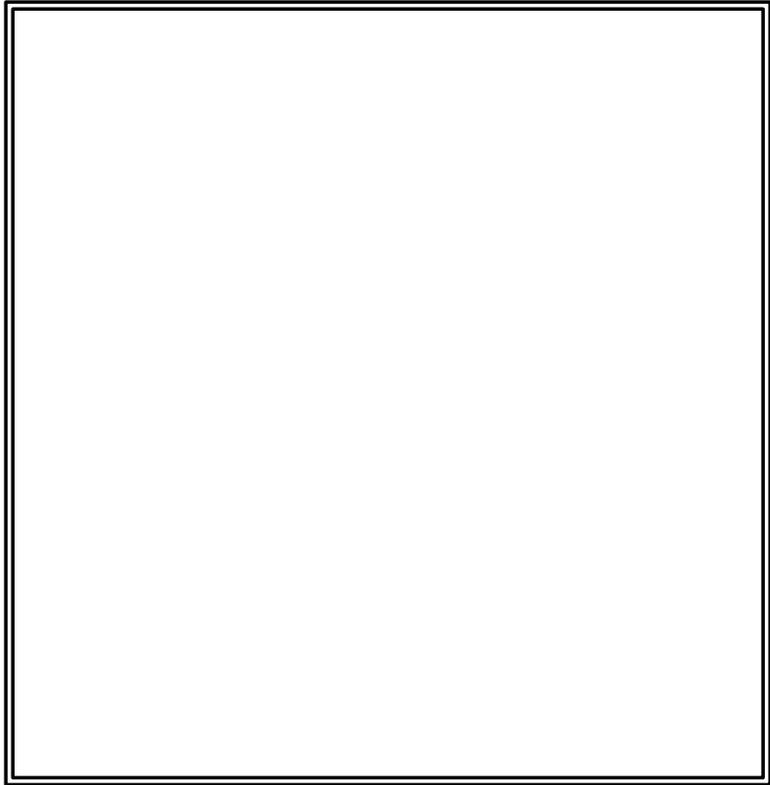
The Economic Development Plan is based in large part on the Village Enhancement effort begun in the Fall of 1997. This planning project grew out of the above-mentioned concerns relating to the loss of commerce in the downtown area and the general visual and economic health of the Troy Common.

The Town (represented by the Planning Board, Board of Selectmen, and the Troy Industrial Development Committee) approached the Southwest Region Planning Commission requesting assistance in this endeavor. An agreement was reached between all parties involved, under which the Commission was assigned to assist in conducting a facilitated public planning process to develop and evaluate possible scenarios for the future of the Troy Common area.

The first step in this process was a "Photo Exercise", in which 20 disposable cameras were distributed to Troy residents representing a cross-section of the demographic community. An instruction sheet accompanied the cameras, and participants were requested to take 7 pictures of what they like most about Troy, 7 of what they liked the least, and one picture of something they felt was most threatened. A public meeting was then scheduled for September 13, 1997, at which the photographs were displayed. This exercise was very effective in focusing people's concerns, given that 19 of the most-liked pictures were of the same feature (the Town Hall and Common), and 20 of the most-disliked pictures were of the same feature (the dilapidated buildings at the southern end of the Common).

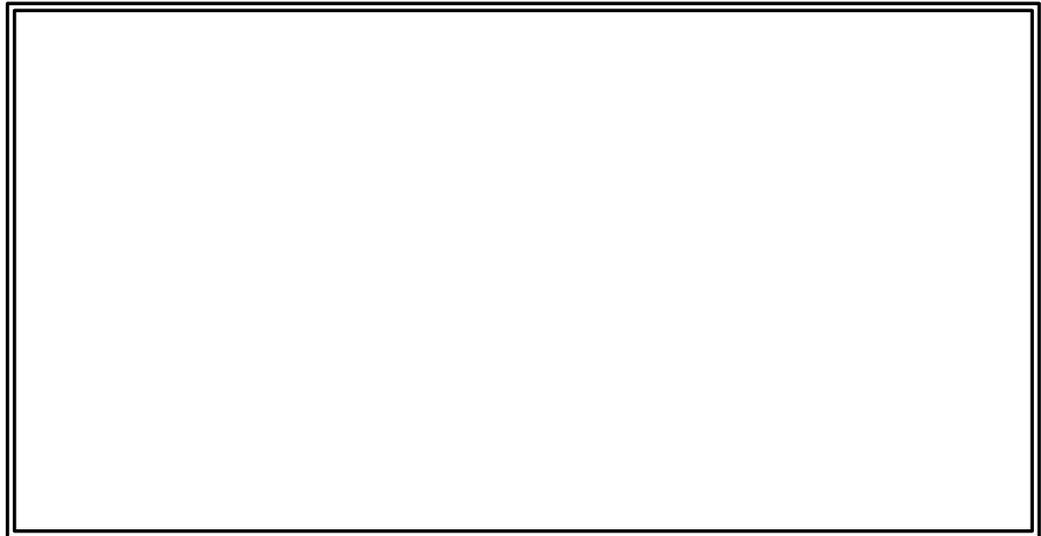
The summary of the September 13th meeting (see Appendix) made it very clear that residents are eager to see Troy grow and improve its image - "Quality of Life" issues were much discussed. There was unanimous support for economic development, provided that it was in keeping with the needs and the character of Troy. And, it must be added that participants recognized that economic development includes supporting and maintaining the existing business in Troy. Furthermore, there was a general understanding that if the Bypass project were approved, this would give the Town an exceptional opportunity to tackle some of these issues.

Possible scenarios for the Troy Common Area in particular evolved out of the meeting (see Appendix); they tended to focus on several particular buildings: Kimball Hall; the Depot building; the Village Barn; the Mill Buildings; and several others. A strong interest was expressed in developing elderly housing in this area, and encouraging support services for the housing to locate around the Common. These locations are identified on the accompanying Village Enhancement Map.



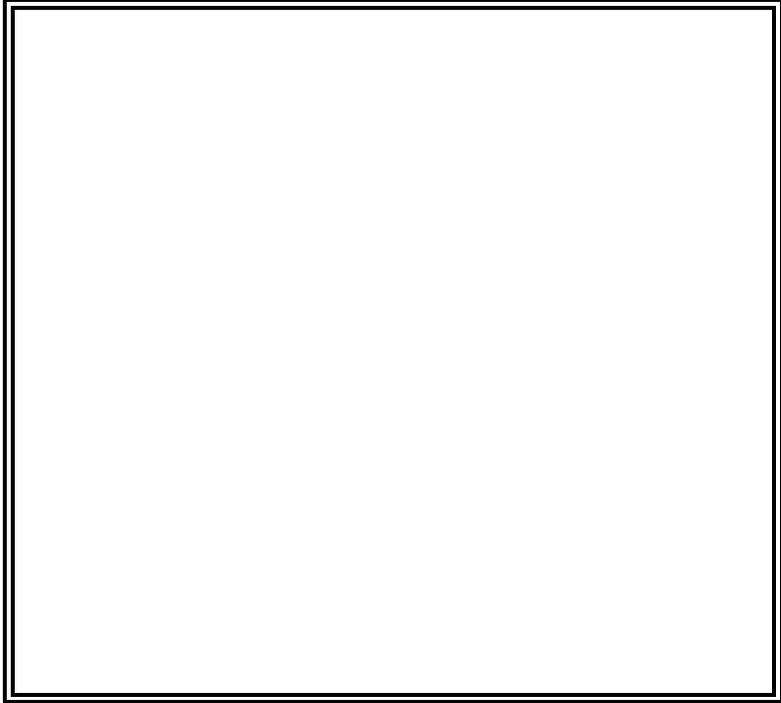
KIMBALL HALL

TROY  
MILLS



Out of this public meeting an Economic Development Steering Committee was formed, consisting of 15 members representative of the Town. The task for the steering committee was to sift through the issues and needs identified at the public meeting and begin to develop a

plan for the Common. The work of the committee resulted in an agreement to pursue the development of elderly housing. Several possible scenarios by which this could occur were formulated and presented at a second public meeting on November 15, 1997.



Finally, on January 10, 1998 a public informational

THE OLD KIMBALL HOTEL, MULTI-FAMILY HOUSING.  
SITE OF PROPOSED ELDERLY HOUSING DEVELOPMENT.

meeting presented the final plans of the committee regarding the development of the elderly housing and possible plans for purchase of the Depot property. The architectural renderings of the elderly housing project are appended to this document. The Town is proceeding with this project, and as of this writing, the Selectmen have been informed that one of the participating agencies - Southwestern Community Services - has received approval for an important part of the necessary financing. The Community Development Block Grant application for



the balance of the funding needed has been submitted to the state; a decision is expected before the end of the year.

APARTMENT HOUSE  
ABUTTING THE OLD  
HOTEL, THE SITE OF  
WHICH IS INCLUDED  
IN THE ELDERLY  
HOUSING PROPOSAL

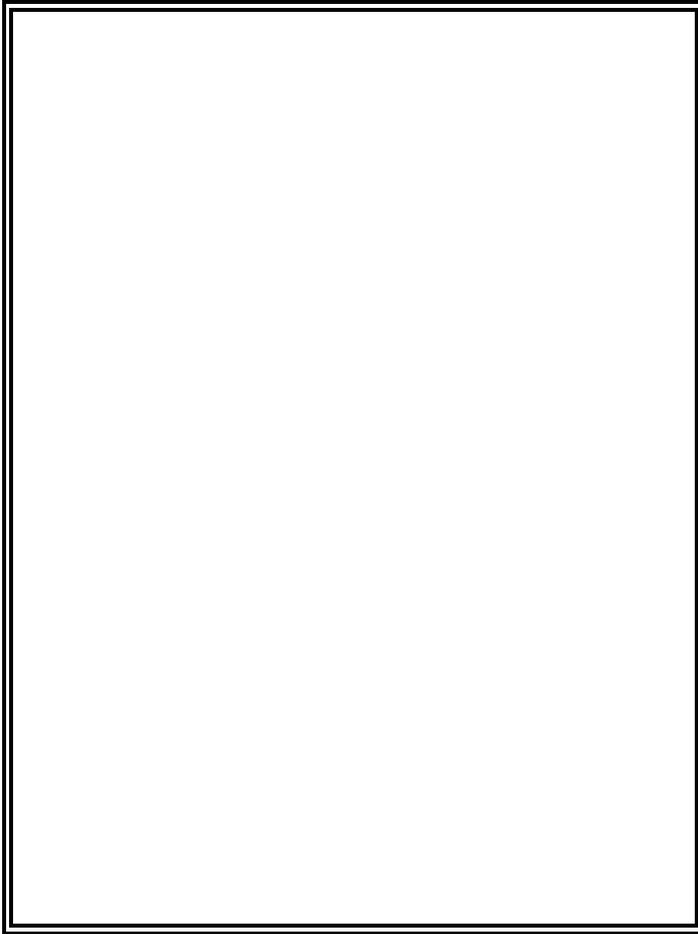
Another result of this process was the transformation of the existing Troy Industrial Development Committee into an Industrial Development Authority (IDA). The establishment of the IDA was approved at Town Meeting in March of 1998, and a nine-member panel is in place to oversee the revitalization of downtown Troy and facilitate new and expanded economic development in Troy.

The following plan covers several areas that affect and are effected by economic development in Troy. The public participation process evoked concerns about the natural environment, as well as the Common area, elderly housing, and the bypass potential. Some of the photographs from the public planning exercise are included herein to illustrate several of the goals enunciated during the meetings.

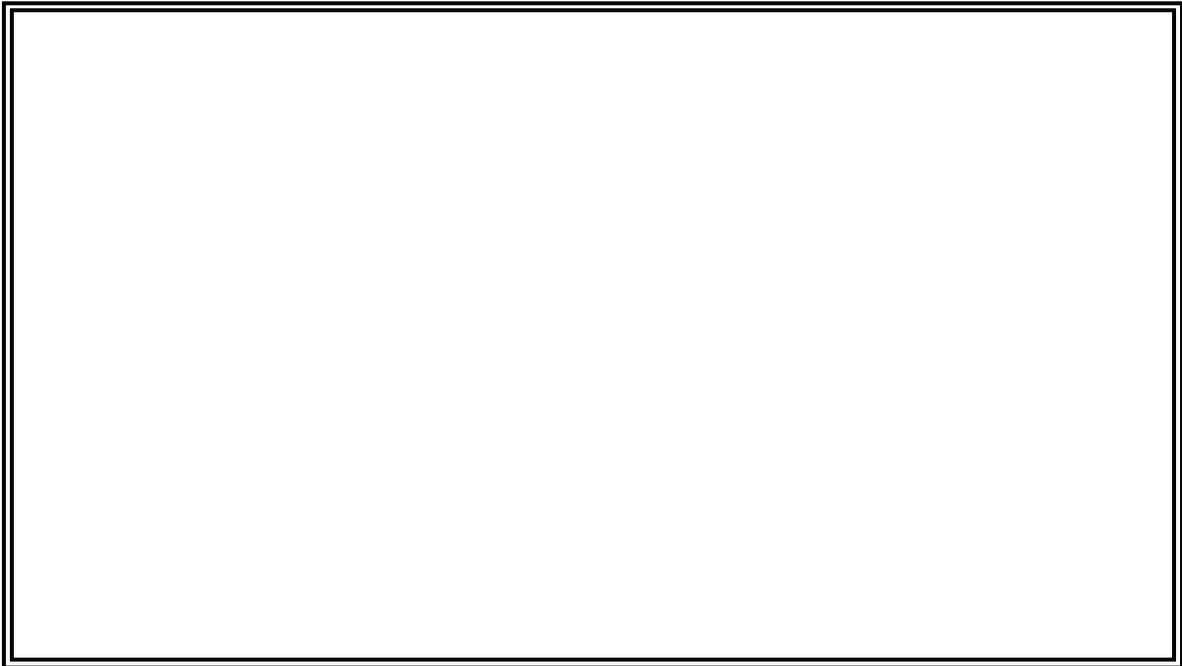
### **COMMUNITY DEVELOPMENT**

Clearly any plans for economic development must take into account the overall condition of the Town; in a sense, the right “atmosphere” needs to be created to spur new development. This Plan suggests several areas of improvement that would facilitate a general benefit to economic development in Troy. The entire downtown/village/common area of Troy should be improved and enhanced, both visually and from an economic standpoint. There is general recognition that the cultural and historic resources of Troy as a whole, but the Common area in particular, are valuable assets that must be preserved and maintained.

Another important issue is improving the circulation around the Village area. The problems identified with Route 12 illustrate some of these issues, in that the heavy truck traffic interferes with local downtown traffic and use of the businesses and homes existing in that area. The relocation of Route 12 would allow the town to “take back” its Common and develop and preserve the area according to the needs and desires of the residents, and not be subject to dangerous through traffic. Another positive aspect of a bypass would be to make the downtown more pedestrian-friendly and, in fact, the Town will discuss with the DOT the possibilities for constructing sidewalks along Route 12, north and south, but in particular north from Marlborough Road up to the cemetery entrance.



TROY TOWN HALL –  
RANKED ONE OF THE  
HIGHEST FOR “MOST LIKED”  
ABOUT TROY.



THE TROY COMMON, WHICH ALSO RANKED VERY HIGH FOR A MOST DESIREABLE  
FEATURE OF THE TOWN, AND ONE THAT SHOULD DEFINITELY BE PRESERVED.

Attention also needs to be paid to enhancing the gateways to Troy on Route 12, both north and south. The first image registered by travelers as they enter the town often creates a lasting impression. Route 12 south is relatively undeveloped and mostly forested up to Quarry Road and the Fire Station. Route 12 north is seeing a great deal of renewed commercial activity, which is consistent with the Master Plan and the zoning provisions. Care must be taken, however, to not let the need for economic activity diminish other goals relative to aesthetics and the preservation of significant features along the roadway.

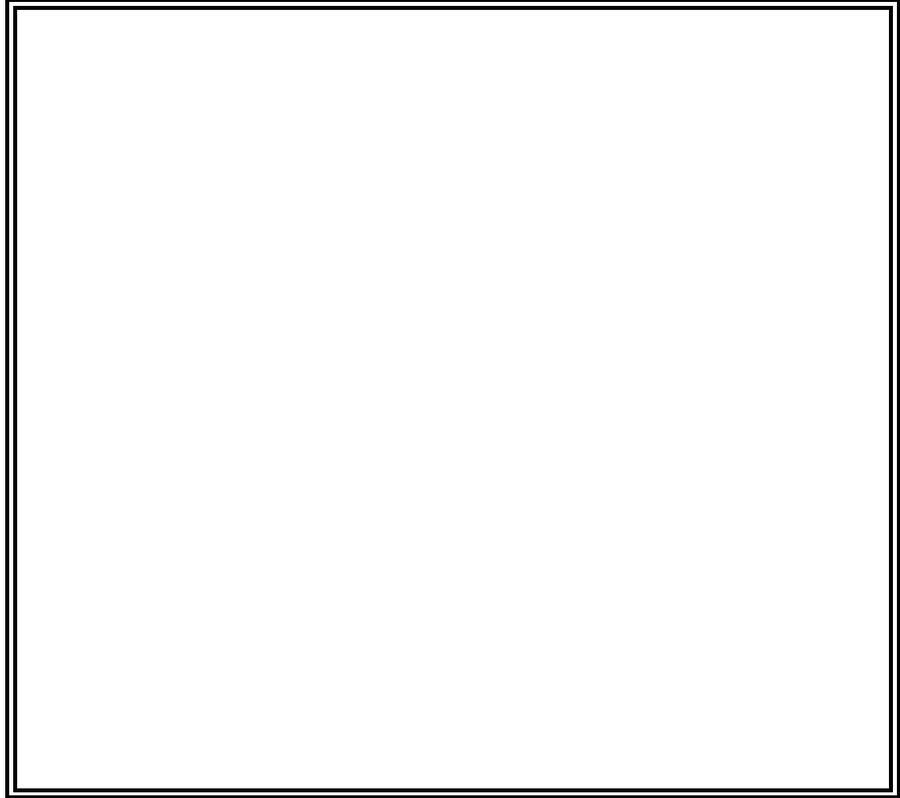
Other issues around community development are the planned expansion of the Gay-Kimball Library, and future plans for Kimball Hall. The library expansion has been in the planning stages for several years, and voters at the 1998 Town Meeting approved a bond for the project. Site plan approval has been received for the project, and work is scheduled to begin immediately. This is an important project for the Town, as the library is truly an anchor for the downtown, as well as an important cultural icon for the residents. Statistics collected by the library staff indicate a much higher level of membership and use of this library than of many others of comparable size in the region.

The future of Kimball Hall was a topic of great concern for many people during the public meetings. Opinions, however, were not unanimous. Many people feel that the building is so structurally deficient that it is not worth the time and money to keep it maintained. On the other hand, the second floor is the home to the Historical Society's artifacts, and the very active Senior Citizen's Group meets monthly in the downstairs section. Both of these groups need to be accommodated if a decision should be made that Kimball Hall cannot feasibly be renovated.

## **ECONOMIC DEVELOPMENT**

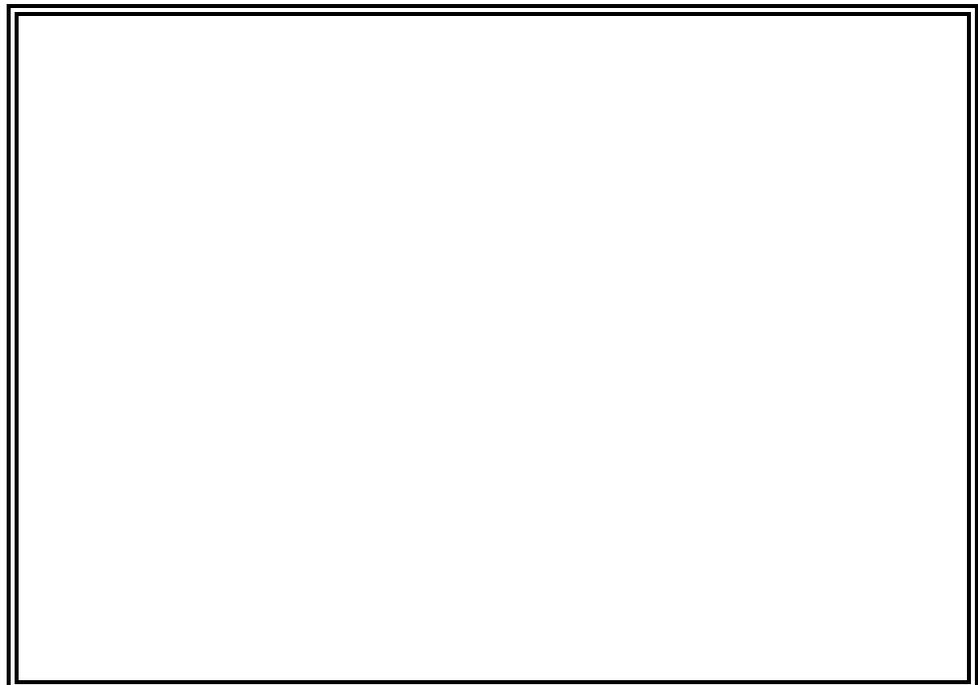
The public participation process helped people to recognize that there are new opportunities for the Town in terms of tourism promotion, given the abandonment of the railroad line and the growing use of that as a multi-use recreational trail. Now that the old Depot building and land have been purchased - authorized at the 1998 Town Meeting, it is possible to consider ways to connect this trail to other trails and recreational, as well as cultural and commercial sites in Town. One idea is to connect the rail trail to Gap Mountain by way of a pathway that would abut and/or traverse the Quarry Pond area. In addition, the expansion of the parking area at Gap Mountain would greatly enhance its use.

ABANDONED  
RAILWAY  
LINE, NOW USED AS  
A  
RECREATIONAL  
TRAIL.  
IT BYPASSES THE  
OLD DEPOT  
BUILDING, A  
PROPERTY THAT  
ABUTS THE VILLAGE  
POND.

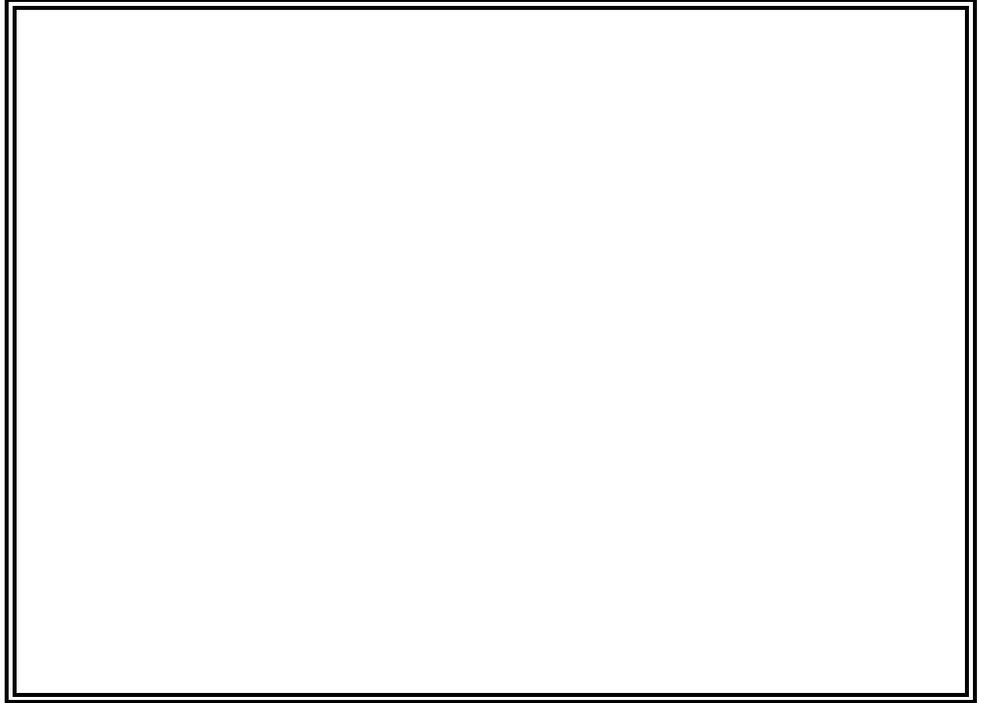


The entire area that includes the Old Depot, the abandoned rail bed, the Village Pond, the Depot property that abuts the Village Pond, and the trail pictured above, has potential to be developed for recreation and community uses for residents and tourists alike.

THE VILLAGE  
POND,  
LOOKING  
SOUTH.  
DEPOT AND  
TRAIL ARE TO  
THE WEST

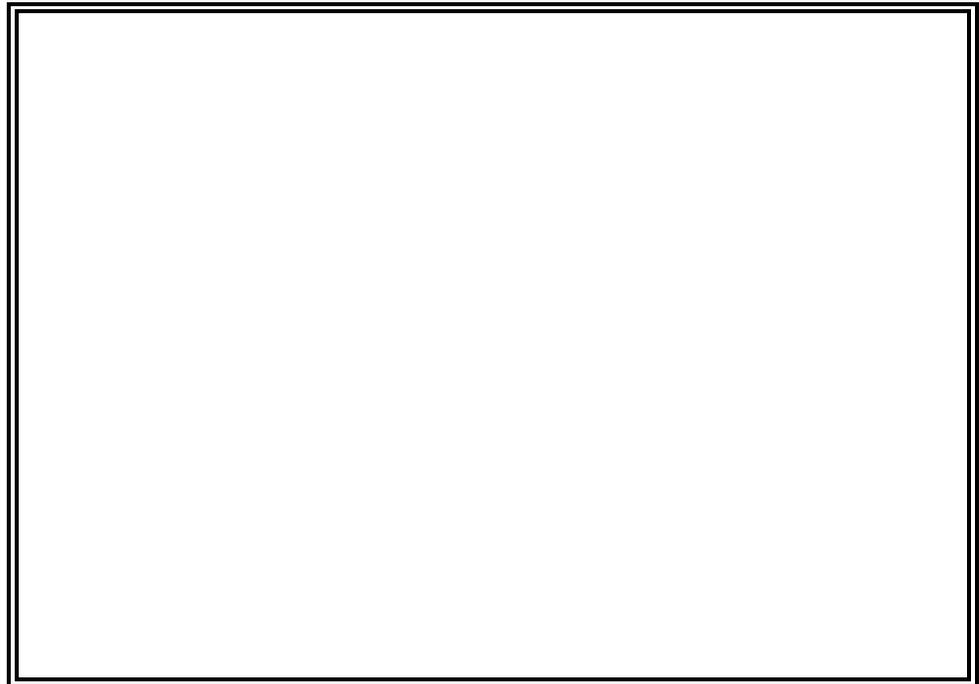


THE OLD  
RAILROAD  
DEPOT



The trail pictured below, runs behind the houses on the east side of the Common, from the dam of the Village Pond to the Mill. A designated walkway could be developed connecting this trail to a trail that would lead to the Quarry area (pictured on the Economic and Community Development Plan Map).

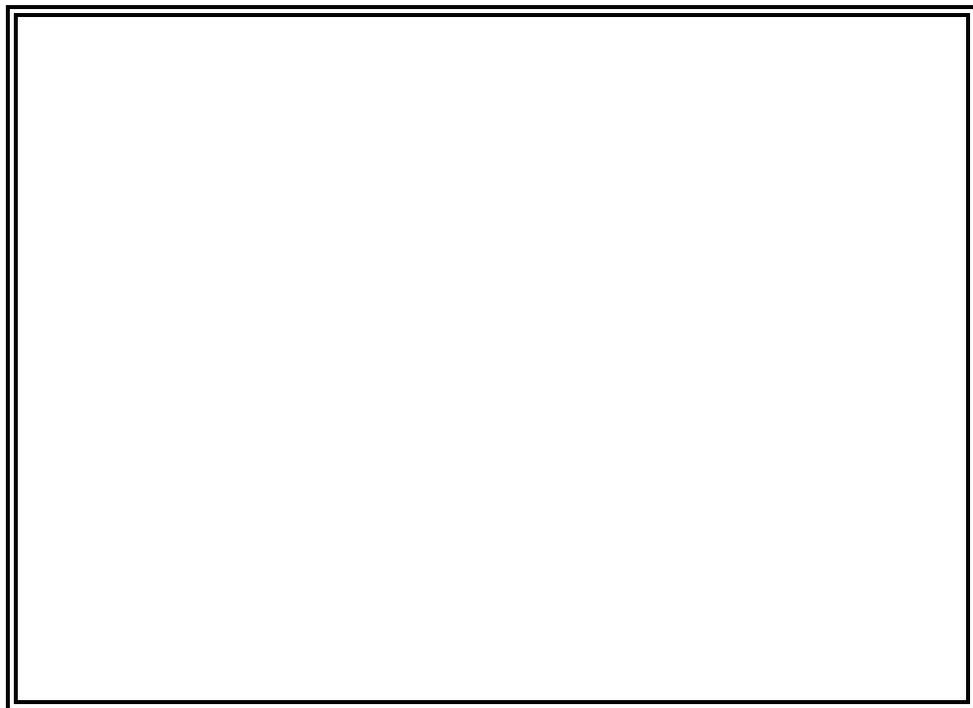
TRAIL, EAST  
OF THE  
COMMON.



**Creating a Better Business Environment**

Troy residents have been supportive of efforts to improve the economic health of the Town; in addition, there is general agreement on approaches that can be considered in order to plan for and encourage the appropriate types of commercial and industrial uses in Troy. The Planning Board is in the process of examining the zoning ordinance - particularly the regulations dealing with the Village and the Highway Business Districts, to determine what revisions might be reasonable and applicable to support economic development.

The public meetings brought out the depth of residents' opinions regarding the closing of the Village Barn - the hardware store, and the grocery store at the southern end of the Common. As of this writing, the grocery store has reopened. There is no question but that all of the businesses around the Common would benefit from the development of the elderly housing project. To date, however, the Village Barn remains unoccupied, although there have been several inquiries from potential tenants.



THE VILLAGE BARN, FORMER HARDWARE STORE

As part of the Route 12 Bypass Study, a business survey was conducted in 1996-97. Thirty-two businesses operating in Troy were contacted and the owners or managers were interviewed for business characteristics and opinions regarding conditions on Route 12 as it existed at that time and the prospect for changes to Route 12. Of the 32 businesses, 20 are located on Route 12. The majority of these businesses have been in operation for at least five years, six of them for over 20 years. The most prevalent type of business is retail, followed by services.

The sample size clearly does not justify statistical analysis, nevertheless, the opinions of people who do business in Troy are important to consider. The results of the survey indicated that less than half of the businesses relied on pass-by traffic; in other words, most customers were either local or the business was a destination for them. And, the most common opinion about the need for change on Route 12 was to reduce overall traffic pressure to make local driving less stressful, and to reduce perceived danger from car and truck traffic. Reducing or slowing truck traffic alone was a less frequent response.

The newly-created Troy Industrial Development Authority also distributed a questionnaire to Troy residents, asking for opinions on the most desired types of business and services that should be encouraged in Troy (July 1998). There were 70 respondents to the survey (included in the Appendix), and the overwhelming response (83%) was for a hardware store, closely followed by a pharmacy. Big business and polluters were both judged to be the most unwanted activities in town. While this survey is not statistically significant relative to the registered voters in town, the results are consistent with opinions expressed during the prior public participation meetings.

### **IMPLEMENTATION:**

The next steps for the Planning Board are to review and analyze the existing zoning ordinance and other land use regulations relative to the outcome of the public participation process. The current zoning regulations for the Village and the Highway Business District were developed in 1992-93, before the Bypass Study was commissioned; furthermore, a very recent effect of the Bypass Study is that, even prior to the formal decision being made, there has been renewed interest on the part of business people and residents alike to invest in the town.

Several aspects of the zoning ordinance that need revisiting are, for example, the parking standards – particularly in regard to the Village area. Since on-street parking is available around the Common and adjoining area, it is not always necessary to require on-site parking for businesses in this location.

Another area that will be considered is how much land needs to be devoted to commercial/industrial use to create a healthy balance of tax base for the Town. Whether or not the Planning Board will propose rezoning of certain parcels will be studied as part of this process.

Given the uncertainty of the bypass project, as well as the Elderly Housing Development, there is a sense of anticipation in the Town as to what the future will bring. For this reason, the IDA, the Selectmen and the Planning Board are using this time to plan for a future that meets the wishes of the residents of Troy. The Planning Board intends to carefully monitor these important potential projects, and work closely with the Industrial Development Authority to carry out the recommendations of this Plan, and to revise, where appropriate, based on the outcomes of these two projects.