

DRAFT

PLAN COMMISSION MEETING

Town of Troy

June 4, 2026

Hudson Wisconsin 54016

Members Present: Doug Rowen, Dean Albert, Dan Pearson, Warren Vollmar, David Wolf, Pete Hawksford

Members Absent: John Bjorseth

Staff Present: Rob Jones, Administrator David Carlson

Recording Secretary: Amanda Randall

Others present: Brooke Petska, Pam Brokaw, Heidi Fett, Claire Mireau, Chad Fett, Karyn Kollitz, Michael Mireau, Matt Campana, Linda Simenson, Scott Simenson, Dorothy Marty, Kara Miller, Chris Dyke, Randi Gilberston, Grace Coggio, Bill Coggio, Dan Kugel, Adam Nigon, Beth Nigon, Ashley Norman, Beth Gallagher, Dan Koepke, Kate Kielsmeier, Daryl Handeland, John Bennett, Jill Berke.

Site Review Present: Doug Rowen, Dan Pearson, David Wolf, Pete Hawksford, Staff: Rob Jones, Cedar Corp

AGENDA:

1. Call meeting to order
2. Roll call
3. Public input to Plan Commission
4. Approve minutes of April 30, 2026 Plan Commission meeting;
5. Public Hearing to consider a Conditional Use Permit:
Applicant: Butterfly Path, LLC
Site Location: 570 Coulee Trail
PID 040-1038-06-250
Request: To consider operating a senior center
6. Consideration and possible action on recommending approval of a Conditional Use Permit:
Applicant: Butterfly Path, LLC
Site Location: 570 Coulee Trail
PID: 040-1038-06-250
Request: To consider operating a senior center
7. Consideration for Rezoning and Whole Farm Plan for Bennett property
Applicant: Nora and John Bennett
Site Location: 174 Carlson Lane, River Falls, WI
PID: 040-1111-50-201
Request: To split the current lot into 2 lots
8. Discussion and Consideration of Comprehensive Plan Updates-Process and Updates
9. Update and discussion on City of Hudson Cooperative Boundary Plan
10. Correspondence

11. Potential items for future meetings

12. Adjourn.

AGENDA:

1. Call to order

Plan Commission Chair Doug Rowen called the meeting of the Troy Plan Commission to order at 6:00 p.m.

2. Roll Call

Present were Doug Rowen, Dean Albert, Warren Vollmar, Pete Hawksford, David Wolf, and Dan Pearson.

3. Public Input

Scott Simenson, 248 Carlson Lane expressed concerns with pedestrians on Town roads not wearing high visibility clothing. He suggested the Town make high-visibility vests available.

4. Approve minutes of April 30, 2026 meeting:

The minutes of the April 30, 2026 Plan Commission meeting were previously distributed. **Dean Albert moved to approve the minutes of the April 30, 2026, Plan Commission meeting. Pete Hawksford seconded. Roll call vote – all ayes. Motion carried.**

5. Public Hearing to consider a Conditional Use Permit:

Applicant: Butterfly Path, LLC

Site Location: 570 Coulee Trail

PID 040-1038-06-250

Request: To consider operating a senior center

Doug Rowen called the public hearing to request a Conditional Use Permit for Butterfly Path, LLC at 570 Coulee Trail, to order at 6:02 p.m.

The Town received eighteen written comments that were entered into the record; all eighteen were in support of the application.

Dan Koepke, 570 Coulee Trail, spoke in favor of the application as he believes this proposed use is comparable to the winery's use. The applicant is proposing to continue the agricultural use of the property and offer a space for community use, much as the winery did. He noted the building meets commercial code.

Grace Coggio, 558 Omaha Road, spoke in favor of the application and stated that the proposed use would be a great asset to the community.

Scott Simenson, 248 Carlson Lane, spoke in favor of the application. He is involved in maker spaces and would like to see such a space within the community.

Dr. Claire Mireau, spoke on behalf of The Butterfly Path. She explained that their Board of Directors is composed of seven St. Croix County residents. Their goal is to develop a senior wellness hub to support older adult vitality. She believes the use falls under an allowed Conditional Use due to their non-profit status and low-impact land use goals. She noted that the property would not be used for assisted living, senior housing, or treatment programs and that they are not going to expand the existing structures.

Beth Nigon 487 Bauer Road, spoke and reminded the Town that Conditional Use Permits have conditions such as hours of operation and parking; she would like the Town to consider what would happen if the property was sold. She is concerned about extra traffic, parking, noise, and potential issues with extra events. She requested the Town make the conditions narrow.

Adam Nigon, 487 Bauer Road, spoke and expressed concern with the language of the application; he does not want the property to become an event center with drinking and noise on the weekends. While he does not think that is the intention for this property, he is concerned with the language in the application. He stated that they would be serving alcohol later than the winery did.

Chris Dyke, 495 Bauer Road spoke. He believes the application is vague and noted there is a lot of land that could be expanded on. He would like to see restrictions to protect the community and believes more information is needed before proceeding with the project. He noted that he had had good conversations with the applicant and thanked them for that. He also stated he received his notification letter regarding this hearing two days ago and believes more neighbors would be present at the hearing with more notice.

Barbara Peterson, 548 Omaha Road spoke. She stated that she was supportive of the application at first but asked what the Conditional Use Permit will allow, and what would happen if the property was sold. Chairperson Rowen noted that the Conditional Use Permit stays with the property if the approved use does not change.

Chairperson Rowen called for public comment three times and as no one asked to speak, the public hearing was closed.

6. Consideration and possible action on recommending approval of a Conditional Use Permit:

Applicant: Butterfly Path, LLC

Site Location: 570 Coulee Trail

PID 040-1038-06-250

Request: To consider operating a senior center

Rob Jones reviewed the application and noted that the subject property is 18.01-acres within the AG-RES district and LECR Overlay District. The property contains an existing residence, detached accessory structures, parking area, landscaped grounds, former vineyard plantings, and associated site improvements. The property was originally granted a Conditional Use Permit by St. Croix County in 2013 to operate a vineyard and winery as a limited commercial recreational activity. Following the Town's assumption of zoning administration authority, the Town adopted and amended the permit in 2016 and subsequently approved additional amendments in 2017 addressing operational hours, food service, live music, and related activities. The existing approvals are associated with operation of the Cracked Barrel Winery. The current application proposes a different principal use and is therefore being reviewed as a new Conditional Use Permit under Chapter 170 to operate a "non-profit religious, community service, recreational, and educational retreat facility." The applicant proposes utilizing existing buildings and site improvements with minimal physical changes to the property. The applicant indicates that alcohol service would not occur as part of daily operations but intends to pursue a Class "B" Beer and "Class C" Wine license to offer beer and wine service during certain events. Programming is anticipated to occur primarily during daytime and early evening hours, generally concluding by 9:00 p.m.

Dr. Claire Mireau spoke on behalf of the applicants. She explained that Butterfly Path began in 2018 and is governed by a board of directors. They are funded through public and private grants, donations, memberships, and merchandise sales. The goal of the project is to be a physical home for senior programming offered in the area, as such a place does not currently exist; they will be partnering with

groups who are already working with seniors. They plan to design their programs according to demand and are not yet sure which programs will be the most popular. They anticipate seasonal special events, maybe once per quarter, that would be outside their normal programming. They expect the site to serve perhaps fifty people throughout the day; the program timing would be staggered so they do not expect fifty people at once. The program would always have at least one staff member on site.

Rob Jones reviewed the conditions the winery operated under and discussed typical conditions that are set for Conditional Use Permits. He noted that any event over three hundred people requires a Special Event Permit from the Town. The consumption and sale of alcohol was discussed. Butterfly Path board member Brooke Petska explained that they are asking for social alcohol consumption supervised by a licensed bartender; they foresee alcohol consumption on weekends during certain evening hours, ideally 4:00 p.m. to 8:00 p.m., and would mainly be for fundraising activities. Hours of operation for the facility would be 7:00 a.m. until 9:00 p.m., with their main programs running from 7:00 a.m. until 5:00 p.m., seven days a week. Their board has discussed rental of the facility and imagines that rental would only be offered to members. The facility will operate like a club: members pay an annual fee and then members pay extra for additional offerings.

The Commission discussed parking, as this would be a commercial operation in a residential area. One parking stall is needed for every three people allowed by occupancy. Town Ordinance requires paving and marking if the lot is over five stalls, but the Ordinance also allows the Town to approve a different plan if suggested by the applicant. Considering their target demographic, they may want to consider paving the parking lot. The Commission also discussed lighting; the applicant indicated that they will not be adding any additional lighting. Any signage will be subtle and will follow the Town's sign ordinance. The applicant plans on having a live-in caretaker who lives in the existing apartment to provide security and handle opening and closing. Retail sales would be of products produced on-site or branded merchandise for the Butterfly Path, in addition to alcohol if approved and licensed.

Dan Pearson moved to recommend approval of a Conditional Use Permit for the Butterfly Path, Inc., located at 570 Coulee Trail, for operation of a non-profit religious, community service, recreational and educational retreat facility, subject to conditions, based on the following findings:

- 1. The Plan Commission conducted a public hearing and considered all oral and written testimony received as part of the record.**
- 2. The Plan Commission finds that the proposed use is appropriately classified under the conditional use category of "non-profit religious, community service, recreational and educational retreat facilities, uses, structures and accessory structures."**
- 3. The proposed use is compatible with the surrounding agricultural and rural residential character of the area.**
- 4. Existing access, parking, and site improvements provide a suitable framework for the proposed operation.**
- 5. The proposed use is not expected to create unreasonable impact to neighboring properties when operated in accordance with permit conditions.**
- 6. Potential impacts related to traffic, parking, noise, site operations, and related activities can be reasonably mitigated through conditions applied to the Conditional Use Permit.**
- 7. The Conditional Use Permit shall incorporate the explicit conditions determined appropriate by the Town Board based upon the Plan Commission recommendation and public hearing record.**

The Plan Commission recommends the following conditions:

1. Hours of operation to be 7:00 a.m. until 5:00 p.m. Monday through Wednesday and 7:00 a.m. until 9:00 p.m. Thursday through Sunday.
2. There will be no additional lighting.
3. Any signage must follow the Town's sign ordinance.
4. Live and amplified music is allowed three days a week provided the music is not audible beyond the applicant's property lines.
5. The Fire Department sets capacity, and the applicant must comply with any requirements of the department.
6. The site will have no new or expanded buildings without an approved permit, and any new buildings will require an amendment to the Conditional Use Permit.
7. The property is allowed four 1-day events of no more than two hundred people per year.
8. The property is allowed an average daily attendance of no more than sixty people.
9. A Private On Site Wastewater Treatment System (POWTS) inspection is required to make sure the system meets the wastewater treatment capacity and, if an update is needed, it is required to be completed before operation on the property is allowed.
10. Twenty parking stalls are required for sixty people and no on-street parking is allowed.
11. The applicant shall provide a site plan addressing parking and landscaping for the Town Plan Commission and Town Board approval within three months with full implementation within twelve months.
12. Retail sales are limited to sale of items produced by members, items made on site, items made from products grown on site, and sales of branded promotional items for the Butterfly Path at 570 Coulee Trail.
13. On-site alcohol sales and consumption are allowed Thursday through Sunday from 4:00 p.m. to 8:30 p.m. if a license is issued and all ordinances and statutes are complied with.
14. One licensed food vendor at a time is allowed and packaged food will be available for members at other times a food vendor is not on site.
15. The Conditional Use Permit is to be formally reviewed, including a public hearing, and reconsidered two years from approval of the Conditional Use Permit. (Administrator Carlson will ensure this condition is worded appropriately to comply with the law)

Seconded by Warren Vollmar. Discussion. Roll call vote - all ayes. Motion carried.

7. Consideration for Rezoning and Whole Farm Plan for Bennett property

Applicant: Nora and John Bennett

Site Location: 174 Carlson Lane

PID 040-1111-50-201

Request: To split the current lot into 2 lots

Rob Jones explained that applicants John and Nora Bennett are requesting three coordinated land use actions for their 13.004-acre property located at 174 Carlson Lane. The Plan Commission held the rezoning public hearing on March 5, 2026. No public comments were received or made at the hearing. The Plan Commission did not take action on the Farm Plan, Rezone, or CSM at that time. The applicant's representative presented the request as a rezoning from AG to AG-RES in conjunction with a 50/50 Farm Plan and conservation easement.. This revised application creates three lots: Lot 2, approximately 6.50 acres and identified as the Farmette lot; Lot 3, approximately 2.50 acres, containing the existing residence and accessory buildings at 174 Carlson Lane; and Lot 4, approximately 4.00 acres, proposed as an additional residential lot. The CSM layout will require two additional driveways, north and south of the existing home on Lot 3. Driveway locations need to be shown on the CSM for Lots 2 and 4 and the Conservation Easement note also needs to be added. He noted the lot layout is atypical due to topographical challenges with wetlands and slopes. The applicant is also requesting Exceptions to Design Standards, including: a setback reduction on Lot 3 to 75-foot front yard and 25-foot side and rear

yards; a lot width of less than 150 feet for Lots 2 and 4; and an exception for the depth-to-width ratio greater than 3:1 for Lots 2 and 4. The CSM does not show the contiguous buildable areas for each lot and the County will require those be shown; surveyor Dan Kugel explained that Lot 3 would not meet the required half-acre CBA using the typical setbacks. Modifying the setbacks on Lot 3 will limit any expansion of non-conforming structures.

The Commission discussed the proposed setbacks, the existing structures, driveways, contiguous buildable areas, and changing the lot configuration to need fewer Exceptions to Design Standards. There was extensive discussion on the proposed driveways, and if it is possible to have a shared driveway with the neighbor. If Lots 2 and 3 increased in size it would be easier for the Town to approve the CSM as less Exceptions would be needed. Rob Jones stated he could put together an option sheet for the applicant to help him decide if he wants to reconfigure the lot layout with only two lots; the north lot line of Lot 3 would go all the way to the north side and Lot 2 would not have road frontage, but would be accessed by a shared driveway. This would resolve the length-to-width ratio issue. If the requested Exceptions on the side and rear setbacks were eliminated it would make the 75' front setback request more palatable. The Commission would need to see a revised CSM along with a driveway easement, shared driveway agreement, and the Conservation Easement would need to go back to the Town Attorney to reflect the lot changes. It was noted that if they are unable to secure an agreement with the neighbor on the potential shared driveway, they can run the driveway through the flag portion of the lot.

Dan Pearson moved the Plan Commission table the application for Nora and John Bennett at 174 Carlson Lane until the applicant submits a revised application. Dean Albert seconded. Motion carried.

8. Discussion and Consideration on Comprehensive Plan Updates-Process & Updates

Rob Jones provided the Commission with a memo updating the scope status and completion budget for the Comprehensive Plan update. Cedar Corp. is requesting that the Plan Commission consider recommending Town Board authorization to proceed with the remaining Comprehensive Plan completion work on a time-and-material basis. The additional authorization is estimated at approximately \$20,000 for the work completed since March 2026 and the remaining work required to complete the Plan update. The amount approved in 2024 was just for the mapping updates. Administrator Carlson stated that the price is very competitive. **Dean Albert moved that the Plan Commission recommend to the Town Board to authorize Cedar Corporation to proceed with the work updating the Comprehensive Plan for approximately an additional \$20,000 as defined in the Cedar Corporation memo. Seconded by Warren Vollmar. Motion carried.**

9. Update and Discussion on City of Hudson Cooperative Boundary Plan

Chairperson Rowen updated the Plan Commission on the proposed Cooperative Boundary Plan with the City of Hudson. The draft agreement will be moving to the public comment phase. He reviewed the benefits of the Agreement, including shared City and Town rules for annexation and use, City support for the Town's TDR program, protection and restoration of rights to develop land, and not allowing forced annexations. As parcels are attached or annexed to the City of Hudson and/or River Falls, the Extraterritorial Plat Review boundaries between the Cities would also shift. The Agreement runs for ninety-nine years and provides excellent framework for long-term collaboration between the City and the Town. The Joint Public Hearing will be on July 14th. The Agreement will need to be approved by the Town Board, Hudson City Council, and the WI State Department of Administration. The earliest possible approval would be at the end of the year.

10. Correspondence

There was no correspondence to report.

11. Potential items for future meetings

Work on the Comprehensive Plan updates will continue.

12. Adjourn

David Wolf moved to adjourn the meeting of the June 4, 2026, Plan Commission 9:57 at p.m. Dan Pearson seconded. Motion carried.