

PLAN COMMISSION MEETING

Town of Troy

August 13, 2026

Hudson Wisconsin 54016

Members Present: Doug Rowen, Dean Albert, David Wolf, John Bjorseth, Dan Pearson

Members Absent: Pete Hawksford, Warren Vollmar

Staff Present: Rob Jones, David Carlsom

Recording Secretary: Amanda Randall

Others present: Mark Sylla, Matt Hieb, Greg Gerard

Site Visit Attendance: Doug Rowen, David Wolf, John Bjorseth, Dan Pearson, Rob Jones, Cedar Corp, Mark Sylla.

AGENDA:

1. Call meeting to order
2. Roll call
3. Public input to Plan Commission
4. Approve minutes of July 9th, 2026 Plan Commission meeting;
5. Public Hearing to consider an amendment to an existing Conditional Use Permit to allow for the consumption of alcoholic beverages on the premises in conjunction with an approved event venue use, consistent with applicable Wisconsin Statutes and Town Ordinances:
 - Applicant: YMCA Camp St. Croix (Owner-YMCA of the North)
 - Site Location: 532 Riverview Drive and 570 County Road F, Hudson, WI 54016
 - PIDs: 040-1026-60-000, 040-1026-70-000, 040-1026-90-000, 040-1026-95-000, 040-1027-20-000, 040-1027-40-000, 040-1028-50-000, 040-1030-50-000, 040-1144-50-000, 040-1025-90-000, 040-1025-80-000, 040-1026-50-001, 040-1030-60-000, 040-1030-80-000, 040-1144-70-000, 040-1030-70-000, 040-1027-10-000, 040-1026-70-001, 040-1027-30-000.
 - Request: To allow consumption of Fermented Malt Beverage and Wine on premises consistent with Chapter 170 of the Town Code and Chapter 125, Wisconsin Statutes
6. Discuss and consider an amendment to an existing Conditional Use Permit to allow for the consumption of alcoholic beverages on the premises in conjunction with an approved event venue use, consistent with applicable Wisconsin Statutes and Town Ordinances
 - Applicant: YMCA Camp St. Croix (Owner-YMCA of the North)
 - Site Location: 532 Riverview Drive and 570 County Road F, Hudson, WI 54016
 - PID: 040-1026-60-000, 040-1026-70-000, 040-1026-90-000, 040-1026-95-000, 040-1027-20-000, 040-1027-40-000, 040-1028-50-000, 040-1030-50-000, 040-1144-50-000, 040-1025-90-000, 040-1025-80-000, 040-1026-50-001, 040-1030-60-000, 040-1030-80-000, 040-1144-70-000, 040-1030-70-000, 040-1027-10-000, 040-1026-70-001, 040-1027-30-000.
 - Request: To recommend to the Town Board an amendment to an existing Conditional Use Permit that would allow consumption of Fermented Malt Beverage and Wine on

premises consistent with Chapter 170 of the Town Code and Chapter 125, Wisconsin Statutes.

7. Discuss and consider a concept review for amending the Plan Unit Development Plan to allow the construction of Warehouse Condo Units and to create an approximate 11-acre parcel that would be separated from the Condominium Development.

Applicant: EW Homes, Inc.

Site Location: Valerie Avenue

PID: 040-1062-30-004

Request: To complete a concept review regarding amending the Planned Unit Development for the development known as the “Condo Garages” to allow the development of Warehouse Condo Units and the separation of an approximate 11-acre parcel from the condominium development.

8. Discussion and Consideration of the Comprehensive Plan Update, with possible recommendation of a Public Participation Plan to the Town Board
9. Correspondence
10. Potential items for future meetings
11. 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, David Wolf, John Bjorseth, and Dan Pearson.

3. Public Input

There was no public comment.

4. Approve minutes of July 9, 2026 meeting:

The minutes of the July 9, 2026 Plan Commission meeting were previously distributed. **Dean Albert moved to approve the minutes of the July 9, 2026, Plan Commission meeting. David Wolf seconded. Motion carried with Dan Pearson abstaining.**

5. Public Hearing to consider an amendment to an existing Conditional Use Permit to allow for the consumption of alcoholic beverages on the premises in conjunction with an approved event venue use, consistent with applicable Wisconsin Statutes and Town ordinances:

Applicant: YMCA Camp St. Croix (Owner-YMCA of the North)

Site Location: 532 Riverview Drive and 570 County Road F, Hudson WI 54016

PID: 040-1026-60-000, 040-1026-70-000, 040-1026-90-000, 040-1026-95-000, 040-1027-20-000, 040-1027-40-000, 040-1028-50-000, 040-1030-50-000, 040-1144-50-000, 040-1025-90-000, 040-1025-80-000, 040-1026-50-001, 040-1030-60-000, 040-1030-80-000, 040-1144-70-000, 040-1030-70-000, 040-1027-10-000, 040-1026-70-001, 040-1027-30-000.

Request: To allow consumption of Fermented Malt Beverage and Wine on premises consistent with Chapter 170 of the Town Code and Chapter 125, Wisconsin Statutes

Chair Rowen opened the public hearing at 6:03 p.m.

Greg Gerard, 1529 Southpoint Drive, spoke in support of amending the Conditional Use Permit for the YMCA Camp. He is an adjacent property owner and member of Hudson Pickleball Association, which has facilities at the camp. He noted that the YMCA Camp operates with integrity and has a legacy in the community.

Chair Rowen called for public comment three times and as no one asked to speak, the public hearing closed at 6:05 p.m.

6. Discuss and consider an amendment to an existing Conditional Use Permit to allow for the consumption of alcoholic beverages on the premises in conjunction with an approved event venue use, consistent with applicable Wisconsin Statutes and Town Ordinances:

Applicant: YMCA Camp St. Croix (Owner-YMCA of the North)

Site Location: 532 Riverview Drive and 570 County Road F, Hudson, WI 54016

PID: 040-1026-60-000, 040-1026-70-000, 040-1026-90-000, 040-1026-95-000, 040-1027-20-000, 040-1027-40-000, 040-1028-50-000, 040-1030-50-000, 040-1144-50-000, 040-1025-90-000, 040-1025-80-000, 040-1026-50-001, 040-1030-60-000, 040-1030-80-000, 040-1144-70-000, 040-1030-70-000, 040-1027-10-000, 040-1026-70-001, 040-1027-30-000.

Request: To recommend to the Town Board an amendment to an existing Conditional Use Permit that would allow consumption of Fermented Malt Beverage and Wine on premises consistent with Chapter 170 of the Town Code and Chapter 125, Wisconsin Statutes.

Rob Jones explained that YMCA Camp St. Croix has operated prior to the Town's adoption of its current zoning code. As a use lawfully established before that effective date, the Camp's continued operation is protected as a legal nonconforming use under Chapter 170, Section U, which allows the underlying camp use to continue notwithstanding that it is not a fully permitted use in the Ag-Res district. Specific changes to the Camp's operation over time have been addressed through individual, use-specific Conditional Use Permits under Chapter 170, Section V, rather than through a single comprehensive permit covering the entire property. The applicant is requesting an amendment to their CUP to explicitly allow consumption of beer and wine (but no sales) at events in multiple locations on the Camp property to comply with changes to the State's liquor licensing laws and Town Ordinances. The Commission reviewed the maps submitted by the applicant showing the two areas where alcohol consumption would be requested: an area including the RCU Discovery Center on the north property (which operates under a 2018 CUP) and an area that includes the King Leadership Center and the Dining Hall as well as other buildings and facilities. He noted that no other conditions of their CUP would be changing and that it would be in the applicants' and the Town's interest to work together in the future to bring the Camp under a single, comprehensive CUP. Due to an illness, no one representing the applicant was able to attend this meeting or answer questions. It was suggested that amending the 2018 CUP for the RCU Discovery center would be the cleanest path forward given the inability to clarify or develop relevant conditions for the rest of the requested area during the meeting. Rob Jones and Administrator Carlson believe that consumption is primarily for weddings at the Discovery Center; The applicant is requesting beer and wine consumption hours from 3:00 p.m. until 11:00 p.m. during events. If the Plan Commission recommends amendment of the 2018 CUP, there will be time before the Town Board meeting for feedback from the applicant if this is not their desire.

Dan Pearson moved to recommend approval of an amendment of the December 2018 Conditional Use Permit for the RCU Discovery Center, at YMCA Camp St. Croix, 532 Riverview Drive, to allow beer and wine consumption in conjunction with the approved use, subject to conditions, based on the following findings:

1. The Plan Commission conducted a public hearing on August 13, 2026, and has considered all oral and written testimony received as part of the record.
2. The proposed amendment adds beer and wine consumption to an existing, previously approved use and does not alter the underlying character of that use.
3. The use, as amended, remains consistent with the purpose and intent of Chapter 170 and is compatible with the surrounding agricultural and rural residential context.
4. The service of beer and wine by a licensed, insured, and contracted bartender is an operational component that can reasonably be conditioned to address public health, safety and welfare.
5. Any potential impacts related to the amendment can be reasonably mitigated through conditions applied to the Conditional Use Permit, including those identified in Section 5 of the Cedar Corp. memo regarding scope, occupancy, event frequency, the service-location exhibit, and the permit record.
6. Approval of the amendment provides the zoning framework for the Town Board to separately consider issuance of a liquor license in compliance with Wis. Stat. Ch. 125 and Town Code Ch. 74.
7. The Conditional Use Permit shall incorporate the conditions as determined appropriate by the Town Board based on the Plan Commission's recommendation and the public hearing record.

The existing Conditional Use Permits, and the underlying legal nonconforming use, shall remain in effect except as modified below:

1. Alcoholic beverages may be consumed in the RCU Discovery Center in conjunction with events and areas authorized under the Conditional Use Permit from 3:00 PM to 11:00 PM.
2. For purposes of this approval, alcoholic beverages shall be limited to beer and wine, consistent with the licensing structure discussed during Plan Commission review.
3. The use shall remain subject to all applicable provisions of Wisconsin Statutes Chapter 125 and Chapter 74 of the Town of Troy Municipal Code regulating liquor licensing and alcohol consumption.
4. Annual inspections required by the applicable fire authority, together with any State licensing or life-safety inspections applicable to YMCA Camp St. Croix's buildings and grounds, and compliance with Chapter 58 of the Town Code, shall be maintained for each building where alcohol service is authorized under this amendment.
5. The Conditional Use Permit document shall be updated to reflect that this approved use remains categorized under Chapter 170, Section E as a non-profit religious, community service, recreational and educational retreat facility amended by this action to include alcohol service at the location identified in the underlying Conditional Use Permit. This condition does not alter or expand the legal nonconforming status of the Camp's other operations not covered by an existing Conditional Use Permit.
6. Approval of this amendment is granted on the understanding that it overlays with the Camp's existing Conditional Use Permits and underlying legal nonconforming use, without consolidating or superseding them. Given the number of separate approvals now governing the property, the applicant is encouraged to work with the Town, on a mutually agreed schedule, to pursue a comprehensive zoning review of the Camp's conditional uses and legal nonconforming operations, with the goal of consolidating them into a single, comprehensive Conditional Use Permit.
7. All remaining conditions of the previously approved Condition Use Permit(s) shall remain in full force and effect unless specifically modified herein.

Dean Albert seconded. Roll call vote-all ayes. Motion carries.

7. Discuss and consider a concept review for amending the Plan Unit Development Plan to allow the construction of Warehouse Condo Units and to create an approximate 11-acre parcel that would be separated from the Condominium Development.

Applicant: EW Homes, Inc.

Site Location: north of Valerie Avenue

PID: 040-1062-30-004

Request: To complete a concept review regarding amending the Planned Unit Development for the development known as the “Condo Garages” to allow the development of Warehouse Condo Units and the separation of an approximate 11-acre parcel from the condominium development.

Matt Hieb spoke on behalf of the applicant. Due to market conditions, applicant EW Homes, Inc. would like to decrease the number of Condo Garage buildings to be built and instead build a warehouse condominium building of approximately 102,550 square feet within the Troy Commercial Park PUD, together with a revised Certified Survey Map for the 8.120-acre Lot 2 north of Valerie Avenue. He has two more Condo Garage buildings to construct but has been getting inquiries about spaces around 10,000 square feet. The proposed building would have shared loading docks, and he envisions owner/occupants as contractors, light manufacturing, etc. The building would have its own well and septic along with a separate condo association. The existing stormwater plan would be unchanged.

Rob Jones reviewed the complex approval process for the original project, which is a PUD with underlying zoning of General Commercial. He noted that any change to the approved project requires a change to the General Development Plan for the property. The allowed uses in this district were reviewed; commercial warehousing was not envisioned for this district. After robust discussion on proposed uses, it sounds like the applicant is not proposing what would be considered traditional warehousing, but more spaces geared towards businesses that serve the local community and small contractor businesses, possibly with retail storefront or e-commerce with no storefront. Road access and year-round capability was also discussed and Chair Rowen noted that this proposal may need to accelerate the planned updating of the Town’s road ordinance. There was discussion on how this proposal ties to the Comprehensive Plan update and potentially rezoning the property to a different district. The public feedback portion of the Comprehensive Plan update will be helpful in determining appropriate uses for this area. The town zoning code will likely need to be amended in order to allow the proposed uses in the current zoning district. There was discussion on the broadness of some of the allowed uses, such as “light manufacturing.” The applicant will work with Town staff on developing a granular list of potential uses.

8. Discussion and Consideration of the Comprehensive Plan Update, with possible recommendation of a Public Participation Plan to the Town Board

Rob Jones reported that Cedar has completed a chapter-by-chapter review and revision for the 2026 Comprehensive Plan update. The key updates are summarized on the Town planning hub website. He reviewed a few of the chapters to gain feedback from the Plan Commission:

Chapter 1 Issues and Opportunities: The Commission agreed that using the using historical growth numbers is more appropriate than using the Department of Administration numbers. The DOA number will remain as the State will want that included in the Plan, but the historical growth data appears to be more accurate. He will refer to the 2004 plan for Goals/Objectives/Policies and add that language to this Chapter.

Chapter 3 Housing: The Town could more clearly address affordability and diversity by referencing the TDR program and cluster development.

Chapter 5 Utilities and Community Facilities: Rob Jones will update this section regarding the fire substation and Town hall addition progress.

Chapter 6 Land Use: Rob Jones noted this is the most important chapter in the Comprehensive Plan. He would like input on goals as that section is currently too broad. He can add a chart that shows the land use acreage projections using current data.

Chapter 8 Intergovernmental Cooperation: This chapter addresses the boundary plan; the Commission should review the language to make sure it accurately captures the Town's position.

Rob Jones believes the Plan is close to ready for public input; the approval and adoption process and timeline was reviewed. The Town is aiming for adoption in November. Commission members will review the chapters by next month's meeting; paper copies will be available for pick up next week. Rob Jones will also email the link to the hub website. The Town Board will be reviewing and potentially approving the Public Participation Plan at the August meeting.

9. Correspondence

There was no correspondence to review.

10. Potential items for future meetings

Future meeting agendas will include reviewing proposed uses for the EW Homes Condo Warehouses and continued work on the Comprehensive Plan update. Chair Rowen reported that the public hearing on the boundary agreement with the City of Hudson was postponed until October.

12. Adjourn

Dan Pearson moved to adjourn the meeting of the August 13th, 2026, Plan Commission at 9:00 p.m. David Wolf seconded. Motion carried.