



## PLAN COMMISSION REPORT

Proposal: Comprehensive Plan Amendment and Rezone

Description: Review a request to amend the Comprehensive Land Use Map from Business Park to Commercial, and rezone from A-1 Limited Agricultural District and Rs-2 Single-Family Residential District to B-6 Interchange Regional Retail District.

Applicant(s): David Scott Ratcliff, Buc-ee’s Ltd., and Eric Tracy, Kimley-Horn and Associates, Inc.

Address(es): 10700, 10820 and 10840 S. 27th St. (5th Aldermanic District)

**Suggested Motion(s):** Approval of a Resolution to adopt an amendment to the City of Oak Creek 2020 Comprehensive Plan Land Use category from Business Park to Commercial for the properties located at 10700, 10820 and 10840 S. 27th St. (Tax Key Nos. 977-9003-001, 977-902-000, and 977-9999-001)

That the Plan Commission recommends to the Common Council approval of a request to rezone the properties located at 10700 and 10840 S. 27th St. from A-1 Limited Agricultural District to B-6 Interchange Regional Retail District (Tax Key Nos. 977-9999-001 and 977-9003-001), and to rezone the property located at 10820 S. 27th St. from Rs-2 Single-Family Residential District to B-6 Interchange Regional Retail District (Tax Key No. 977-902-000).

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Owner(s): Green Land Investors, LLP

Tax Key(s): 977-9003-001, 977-902-000, and 977-9999-001

Lot Size(s): 29.591 acres total

Current Zoning District(s): A-1, Limited Agricultural                      Rs-2, Single Family Residential  
FW, Floodway

Overlay District(s): N/A

Wetlands:           Yes     No          Floodplain:                       Yes     No

Comprehensive Plan: Business Park

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**Background:**

This report summarizes two (2) different agenda items that are associated with the same request/project.

The Applicant, Buc-ee's Ltd., is a well-known travel center that is based out of Texas, and currently has three (3) parcels under contract to purchase, located at 10700, 10820 and 10840 S. 27<sup>th</sup> St., all currently under the same ownership. Collectively, the three (3) vacant parcels total 29.591 acres and are used as crop farming. Two (2) of the parcels (10700 and 10840 S. 27<sup>th</sup> St.) are zoned A-1 Limited Agricultural District and one (1) is zoned Rs-2 Single Family Residential (10820 S. 27<sup>th</sup> St.). The home that once stood at 10820 S. 27<sup>th</sup> St. was demolished somewhere between 2013 and 2015, based on historic aerial photos.

Buc-ee's is ultimately seeking approval to construct an approximate 74,000 sq. ft. convenience store that will be open 24/7 and will include approximately 120 fueling stations/pumps. There are several steps in the approval process that are required prior to discussing site, landscaping and architectural design of such a travel center, the first being to amend the City of Oak Creek 2020 Comprehensive Plan Land Use Category for these three (3) parcels from Business Park to Commercial. The next step is to rezone the three (3) parcels. These two (2) items are before the Plan Commission to consider at the January 28, 2025 meeting, with a public hearing that could be scheduled as early as March 18, 2025. If the Common Council approves these two (2) requests at its March meeting, the next step would be for the Plan Commission and Common Council to consider a Certified Survey Map (CSM) and Conditional Use Permit (CUP) for a fueling plaza in April and May. And the last step would be for the Plan Commission to review site, landscaping and architectural plans for the travel plaza center in June.

The first request to consider is an amendment to the Comprehensive Plan Land Use Category from "Business Park" to "Commercial." The proposed travel plaza does not fit into the Comprehensive Plan description of "Business Park": *This land use consists of groups of buildings planned and constructed as business parks for professional firms with a mix of office, training, research, production and other ancillary uses.* However, the use fits into the general category of "Commercial": *This land use comprises commercial structures with businesses selling goods and services. These uses can range in size from individual businesses on dedicated properties to shopping centers with multiple tenants. Commercial development in Oak Creek should continue to be primarily concentrated along major transportation corridors.* The 55 acres of land on the north side of W. Elm Rd. is also identified as "Business Park" in the Comprehensive Land Use Map. Since the City's adoption of the Comprehensive Plan in 2020, there have been no serious inquiries about business park uses in this corridor along S. 27<sup>th</sup> St. and I-94. State Statutes require that the Plan Commission solidify the recommendation in the form of a resolution.

The second request to consider is a rezone to B-6 Interchange Regional Retail District. A Commercial Land Use category would allow for the rezoning to B-6 Interchange Regional Retail District, and fueling plazas would require a Conditional Use Permit in the B-6 District. *The B-6 Interchange Regional Retail District is intended to provide for the orderly and attractive grouping of high-intensity, destination retail, commercial and mixed uses along the federal interstate highway system, per the Zoning Code district description.* The only other section of land zoned B-6 in the City, is Creekside Crossing, which includes IKEA and the land immediately south of IKEA. Buc-ee's is a nationwide destination travel center. The Applicant shared that a

typical travel center this size, will see a consistent nearly 100,000 visitors/week. Staff feels that the B-6 Interchange Regional Retail District is the most appropriate zoning district for this particular user that will generate substantial traffic to their site.

Traffic and road improvements are consistently the number one conversation piece when it comes to Buc-ee's and their popular travel plazas. WisDOT has been engaged in conversations with Buc-ee's engineering consultant, Kimley-Horn and Associates, Inc. from day one, as has the City's Engineering Department. The scope of road improvements to S. 27<sup>th</sup> St. and/or W. Elm Rd. are not entirely detailed yet, but a traffic impact analysis has been submitted to WisDOT for review. Given W. Elm Rd.'s unique location, size and limited accessibility to the east, it does not appear that a substantial redesign to the I-94 intersection will be necessary.

Buc-ee's has supplied the following statement summarizing their brand and facility:

Buc-ee's Travel Center is a family-focused travel center featuring a wide range of freshly prepared foods including house-crafted bar-b-que, custom made sandwiches, fresh salads and fruits, baked goods, and sweets as well as a unique collection of gifts, housewares, clothing, and weekend get-away gear. More than 85% of Buc-ee's customers come from well beyond the city, county, and even state boundaries; it is a tourist destination. Buc-ee's is open 24/7 and is widely known to have the cleanest restrooms and friendliest staff to be found anywhere on the highway. Buc-ee's is not a truck stop; 18 wheelers are specifically not allowed on the property. Buc-ee's will employ (full time with benefits) over 175 residents earning an average minimum wage of \$18-20 per hour. Buc-ee's provides a unique opportunity to the City and its residents in terms of "Goodwill Impact" like no other. In addition to the Project paying its own way in terms of utilities and resource consumption, Buc-ee's has proven time and again to serve its community. Generating incredible media, consumer, and visitor attention, as well as substantial tax revenues, Buc-ee's consistently gives back to its communities for the long term.

**Options/Alternatives:** The Plan Commission may approve the Resolution, which formally provides a recommendation to the Common Council for the amendment to the City of Oak Creek 2020 Comprehensive Plan Land Use category from Business Park to Commercial, and may provide a recommendation to the Common Council for approval of the rezoning of the properties located at 10700 and 10840 S. 27th St. from A-1 Limited Agricultural District to B-6 Interchange Regional Retail District, and to rezone the property located at 10820 S. 27th St. from Rs-2 Single-Family Residential District to B-6 Interchange Regional Retail District, or that the Common Council not approve of the proposal. Should the request not be recommended for Common Council approval, Plan Commissioners must provide the Code Sections upon which the denial is based so that the Applicant may revise and resubmit (if necessary). However, disapproval would likely result in the inability of the properties being considered, to be developed, continued vacancy, and/or property value decline.

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Respectfully prepared and submitted:



Kristi Laine  
Community Development Director

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**Attachments:**

Location Map

Project narrative & support letter (2 pages)

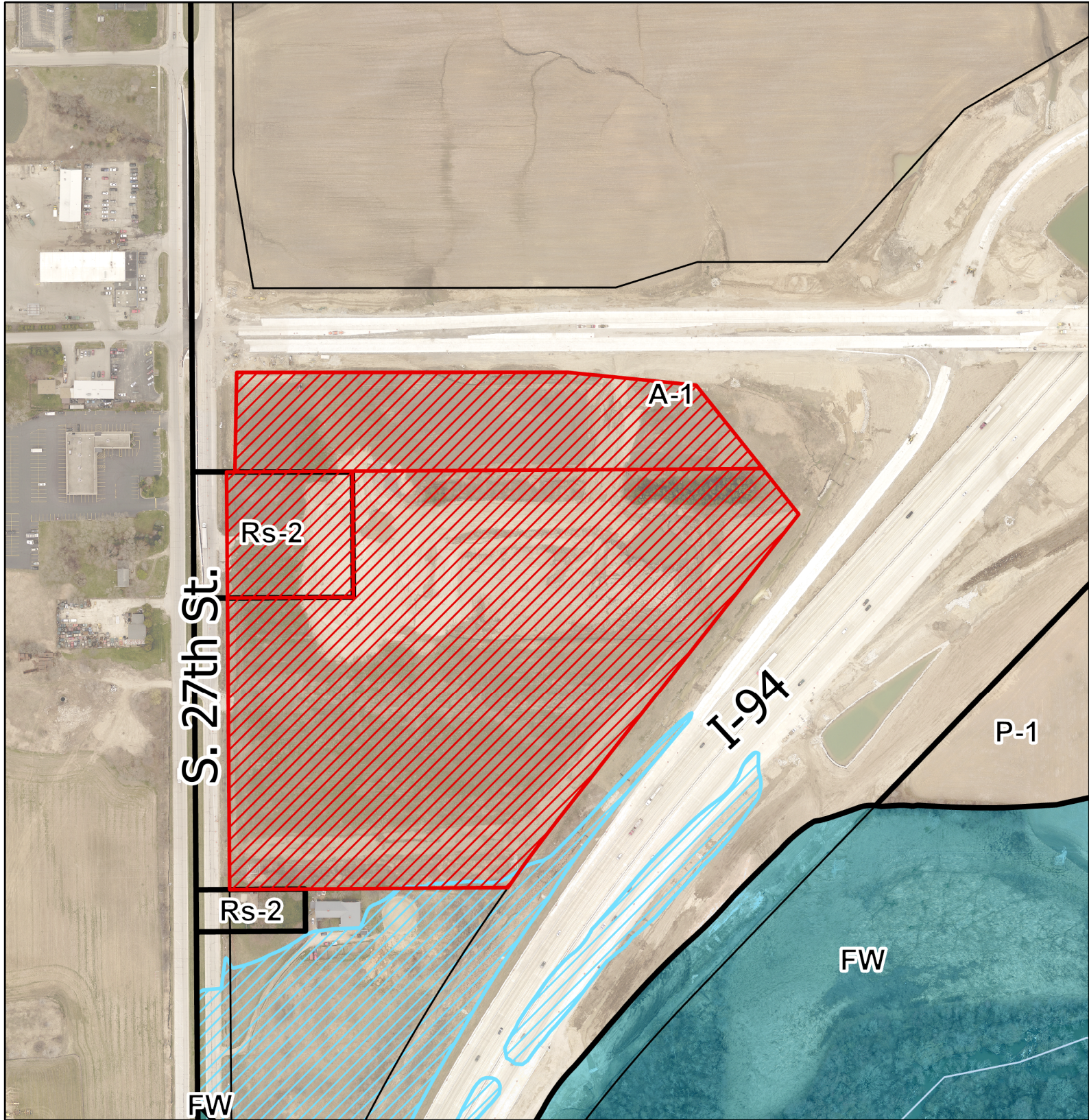
Existing/proposed zoning & comprehensive land use maps (4 pages)

Conceptual site plan (1 page)

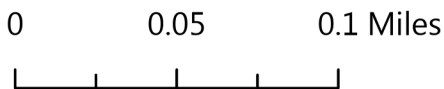
Resolution No. 2025-2 (2 pages)

# Location Map

## 10700, 10820, and 10840 S. 27th St.



This map is not a survey of the actual boundary of the property this map depicts



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|---|--|
| <ul style="list-style-type: none"> <li><span style="display: inline-block; width: 10px; height: 10px; background-color: gray; margin-right: 5px;"></span> Zoning</li> <li><span style="display: inline-block; width: 10px; border-bottom: 1px dashed black; margin-right: 5px;"></span> Official Street Map</li> <li><span style="display: inline-block; width: 10px; height: 10px; border: 1px solid black; margin-right: 5px;"></span> Parcels</li> <li><span style="display: inline-block; width: 10px; height: 10px; border: 1px solid blue; margin-right: 5px;"></span> OCGIS.GIS.FloodFringe2024</li> </ul> | <ul style="list-style-type: none"> <li><span style="display: inline-block; width: 10px; height: 10px; background-color: lightblue; margin-right: 5px;"></span> OCGIS.GIS.Floodway2024</li> <li><span style="display: inline-block; width: 10px; height: 10px; border: 1px solid red; margin-right: 5px;"></span> Parcels selection 1</li> <li><span style="display: inline-block; width: 10px; height: 10px; border: 1px solid red; margin-right: 5px;"></span> 10700, 10820, and 10840 S. 27th St.</li> </ul> |
|---|--|



December 10, 2024

City of Oak Creek  
8040 S. 6<sup>th</sup> Street  
Oak Creek, WI 53154

***Buc-ee's – Comprehensive Land Use Map Amendment, Rezoning, & Certified Survey Map***

To Whom It May Concern:

On behalf of Buc-ee's, Kimley-Horn has prepared a submittal package for the City of Oak Creek's review. Buc-ee's is currently under contract to purchase property located at 10820 South 27<sup>th</sup> Street Oak Creek, WI 53532 at the southeast corner of West Elm Road and South 27<sup>th</sup> Street. The property is currently vacant agricultural land and zoned as A-1 and RS-2; Limited Agricultural District and Single-Family Residential District. The site requires rezoning to District B-6 for the proposed development, a certified survey map, and a comprehensive land use map amendment.

The project is proposed to be a large travel center with a 74,000 sq-ft convenience store that will be open 24/7 and have approximately 120 fueling stations.  
The amendments proposed:

- A-1 to be rezoned to B-6.
- RS-2 to be rezoned to B-6.
- Certified Survey Map.

If you have any comments or wish to receive clarifications on the submitted package, please contact me at 630-487-5560 or via email at [Eric.Tracy@kimley-horn.com](mailto:Eric.Tracy@kimley-horn.com).

Sincerely,

KIMLEY-HORN AND ASSOCIATES, INC.

Eric Tracy, P.E.  
Senior Project Manager

City of Oak Creek  
8040 S 6<sup>th</sup> Street  
Oak Creek, WI 53154

November 21, 2024

Subject: Support for Travel Center Proposal

To Whom it May Concern,

We, Hans Weissgerber and Richard Bertrand, are the landowners for the subject property of the application. We are writing to express our support for the proposed comprehensive land use map amendment, rezoning from A-1 and RS-2 to B-6, and the Certified Survey Map for the development of a Travel Center at 10820 South 27<sup>th</sup> Street, Oak Creek, Wisconsin.

Please let us know if the City of Oak Creek requires anything else for the process to commence.

Sincerely,

Hans Weissgerber



262-366.0029

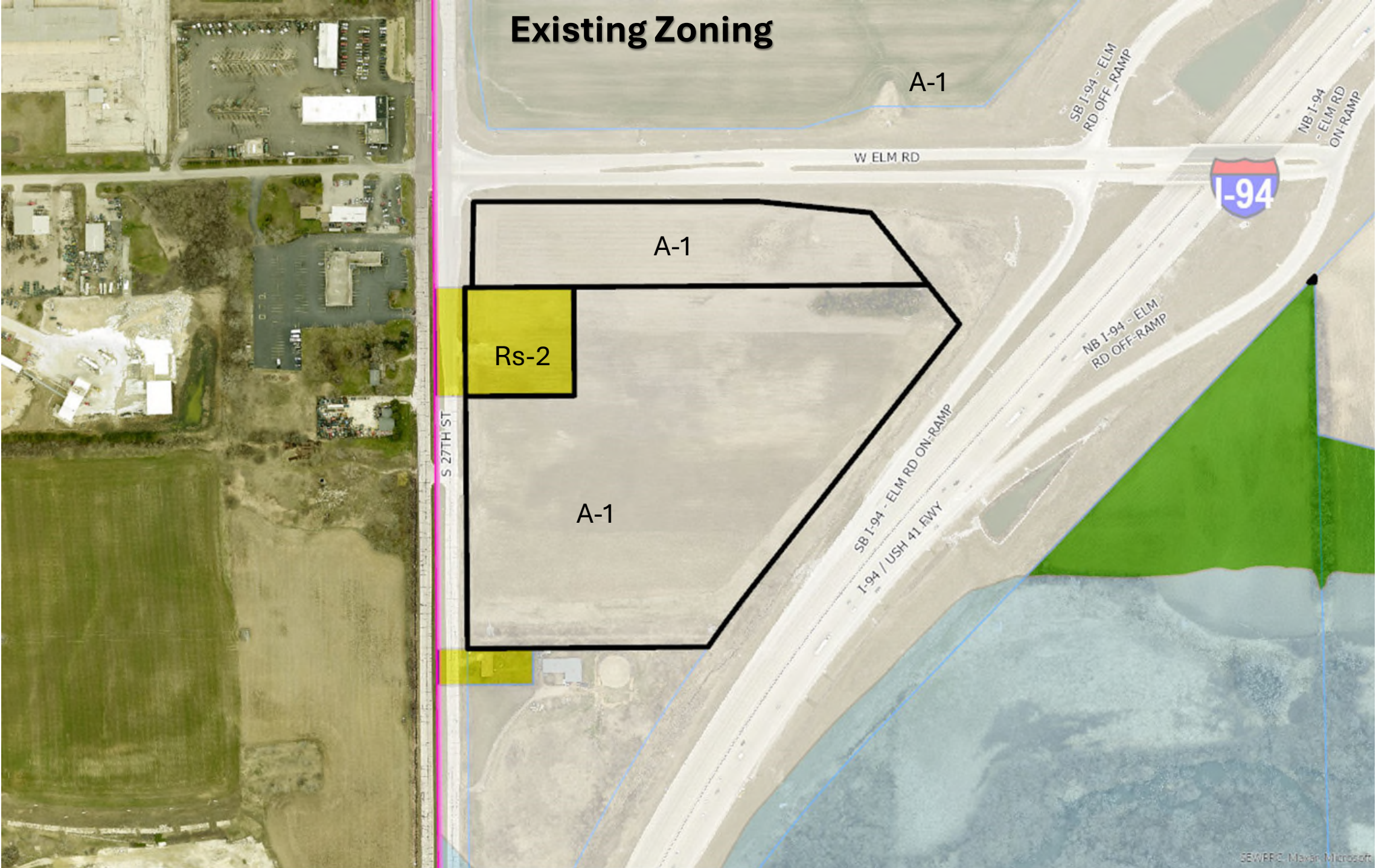
(mjweissgerber@aol.com)

Richard Bertrand



414-254-3330

# Existing Zoning



A-1

W ELM RD

SB I-94 - ELM RD OFF-RAMP

NB I-94 - ELM RD ON-RAMP



A-1

Rs-2

NB I-94 - ELM RD OFF-RAMP

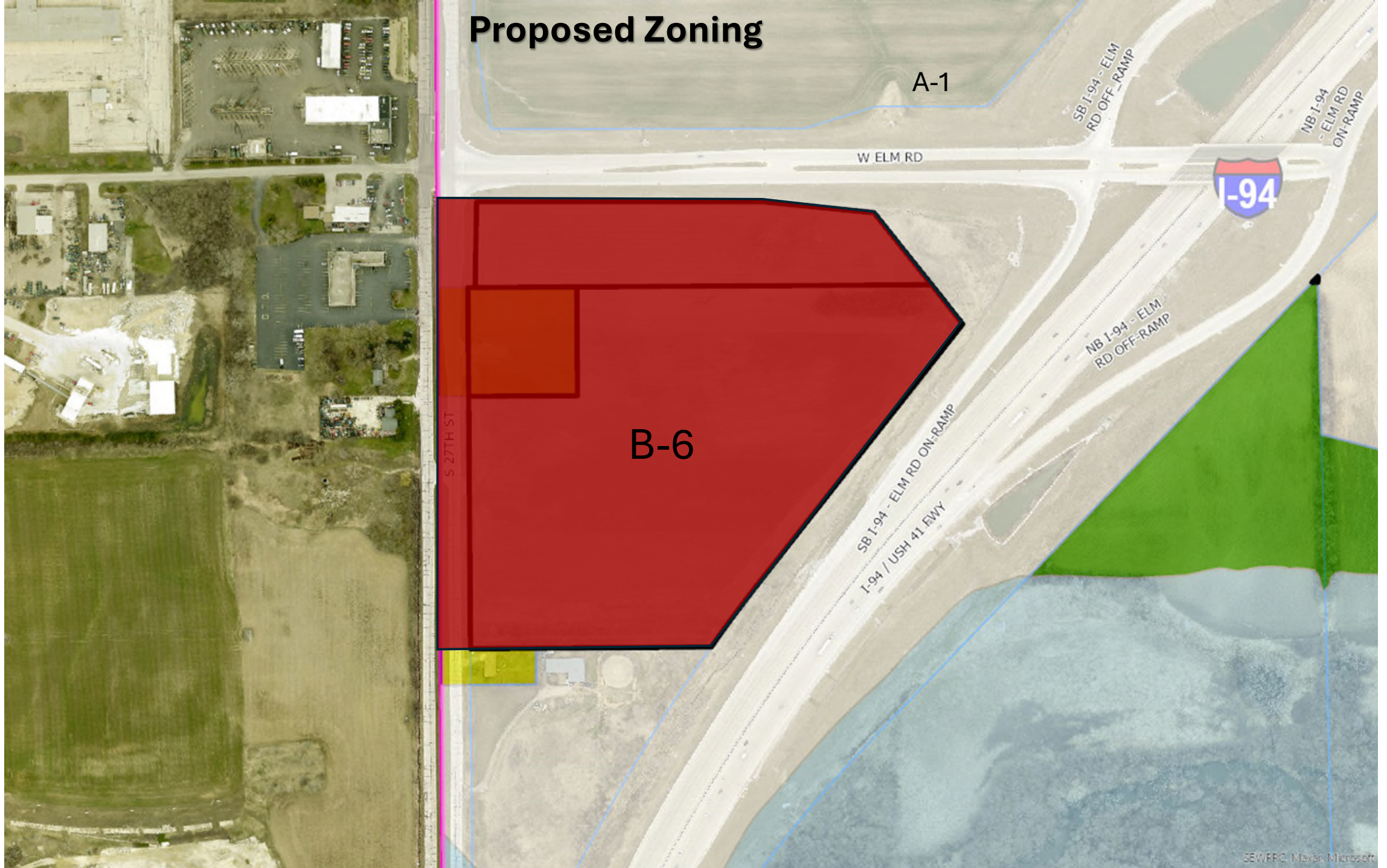
S 27TH ST

A-1

SB I-94 - ELM RD ON-RAMP  
I-94 / USH 41 FWY



# Proposed Zoning



A-1

SB I-94 - ELM  
RD OFF-RAMP

NB I-94  
- ELM RD  
ON-RAMP

W ELM RD



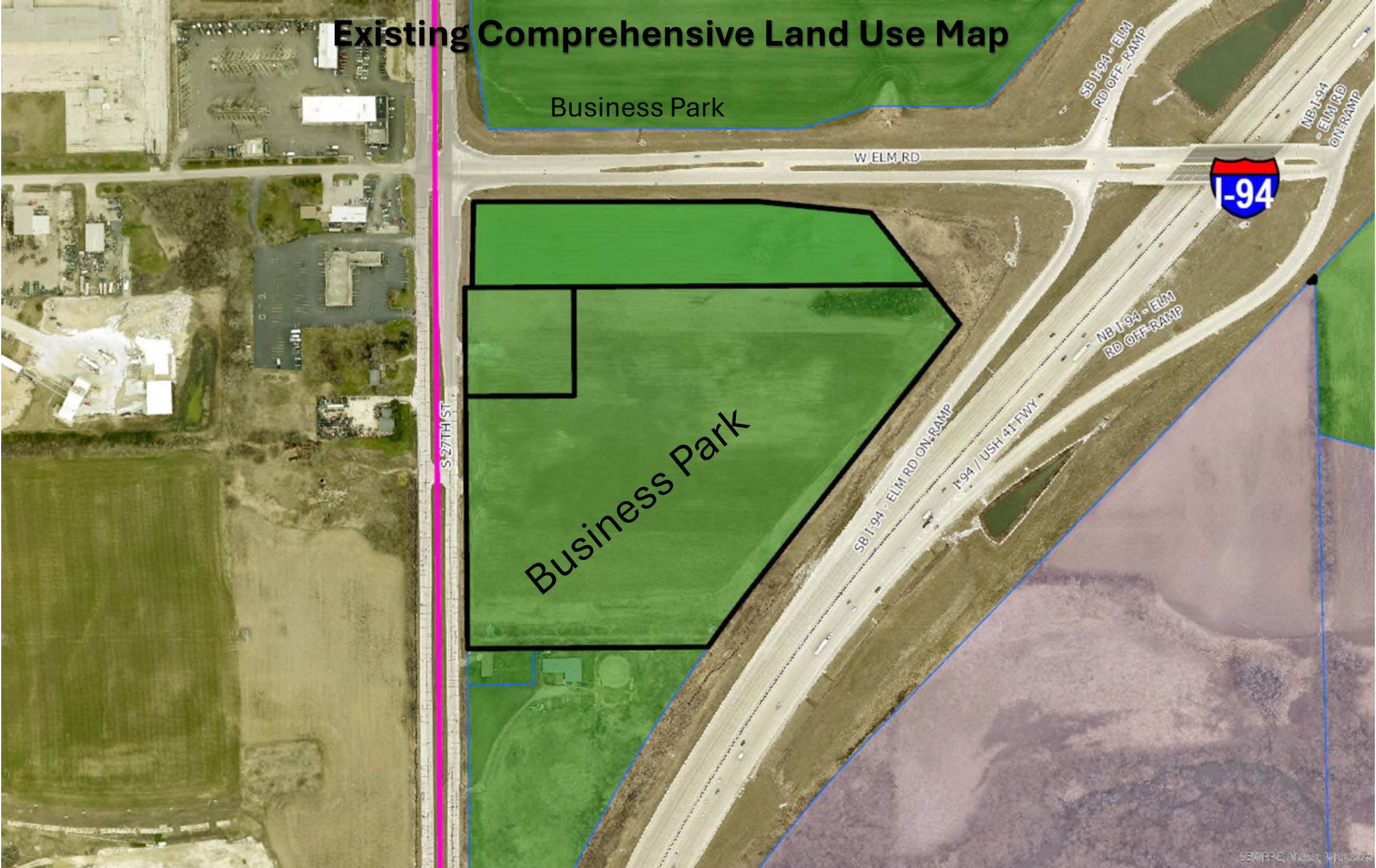
NB I-94 - ELM  
RD OFF-RAMP

B-6

S 27TH ST

SB I-94 - ELM RD ON-RAMP  
I-94 / USH 41 FWY

# Existing Comprehensive Land Use Map



Business Park

W ELM RD



Business Park

S 27TH ST

SB I-94 - ELM RD ON-RAMP

I-94 / USH 41 FWY

NB I-94 - ELM RD OFF-RAMP

SB I-94 - ELM RD OFF-RAMP

NB I-94 - ELM RD ON-RAMP

# Proposed Comprehensive Land Use Map

Business Park

W ELM RD

SB I-94 - ELM RD OFF-RAMP

NB I-94 - ELM RD ON-RAMP



NB I-94 - ELM RD OFF-RAMP

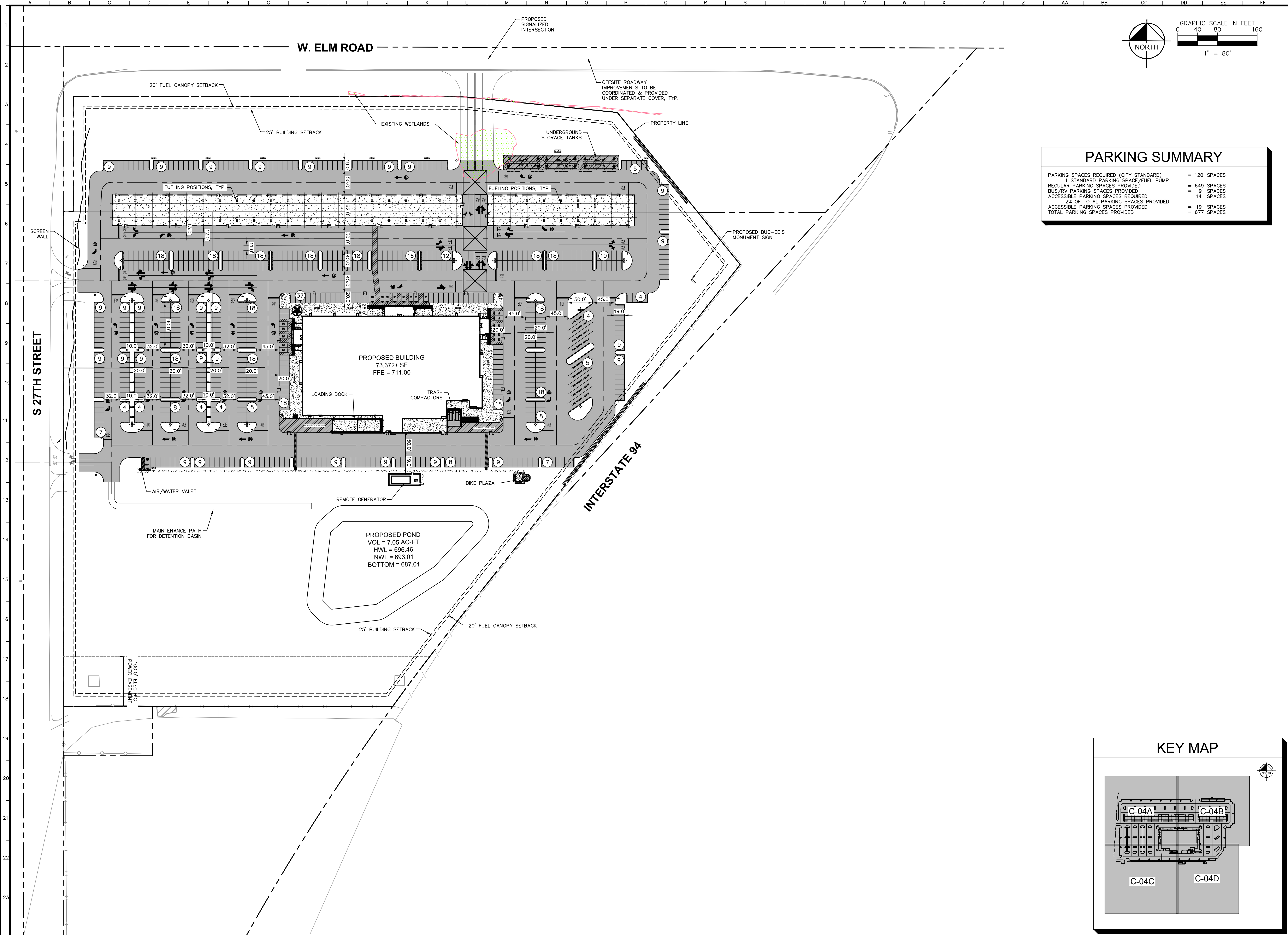
SB I-94 - ELM RD ON-RAMP

I-94 / USH 41 FWY

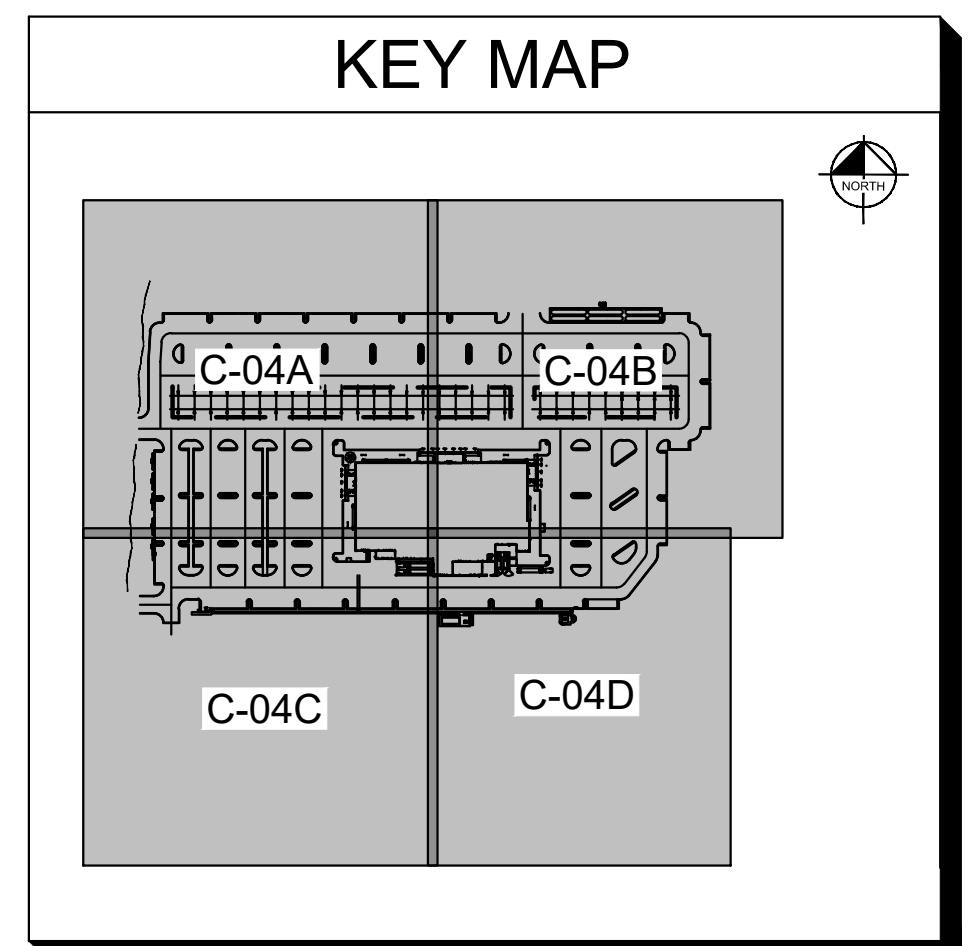
Commercial

S 27TH ST

Drawing name: K:\CHS\_DEV\168942006\_Buc-ee's\_OakCreek\_WI\2\_Design\CAD\PlanSheets\C-04 OVERALL SITE PLAN.dwg C-04 Jan 21, 2025 5:31pm by: Edward.Dovies  
 This document, together with the concepts and designs presented herein, is intended only for the specific purpose and client for which it was prepared. Reuse of and improper reliance on this document without written authorization and adaptation by Kimley-Horn and Associates, Inc. shall be without liability to Kimley-Horn and Associates, Inc.



PARKING SUMMARY	
PARKING SPACES REQUIRED (CITY STANDARD)	= 120 SPACES
1 STANDARD PARKING SPACE/FUEL PUMP	= 9 SPACES
REGULAR PARKING SPACES PROVIDED	= 649 SPACES
BUS/RV PARKING SPACES PROVIDED	= 9 SPACES
ACCESSIBLE PARKING SPACES REQUIRED	= 14 SPACES
2% OF TOTAL PARKING SPACES PROVIDED	= 19 SPACES
ACCESSIBLE PARKING SPACES PROVIDED	= 19 SPACES
TOTAL PARKING SPACES PROVIDED	= 677 SPACES



NO.	REVISIONS	DATE	BY
© 2024, KIMLEY-HORN AND ASSOCIATES, INC. 570 LAKE COOK RD., SUITE 200 OAK CREEK, WI 53153 PHONE: 847-260-7804 WWW.KIMLEY-HORN.COM			
SCALE:	DESIGNED BY: ECD	DRAWN BY: SFH	CHECKED BY: EJT
<b>OVERALL SITE PLAN</b>			
<b>BUC-EE'S</b> <b>OAK CREEK, WI</b> 10820 SOUTH 27TH STREET OAK CREEK, WI 53152			
ORIGINAL ISSUE:			
09/27/2024			
KHA PROJECT NO.			
168942006			
SHEET NUMBER			
C-04			

**RESOLUTION NO. 2025-2**

**A RESOLUTION ADOPTED BY THE PLAN COMMISSION AMENDING THE CITY OF OAK CREEK 2020 COMPREHENSIVE PLAN LAND USE CATEGORY FROM BUSINESS PARK TO COMMERCIAL FOR THE PROPERTIES LOCATED AT 10700, 10820, AND 10840 S. 27<sup>TH</sup> ST., CITY OF OAK CREEK, MILWAUKEE COUNTY, WISCONSIN**

WHEREAS, Sections 62.23 and 66.1001 of the Wisconsin Statutes establish the required procedure for a local government to adopt a Comprehensive Plan; and,

WHEREAS, the City of Oak Creek Plan Commission has the authority to recommend approval of the proposed Comprehensive Plan amendment to the Common Council through resolution; and,

WHEREAS, David Scott Ratcliff, Buc-ee's Ltd. and Eric Tracy, Kimley-Horn and Associates, Inc. have proposed an amendment to the City of Oak Creek 2020 Comprehensive Plan designating the Land Use category from Business Park to Commercial for the properties located at 10700, 10820, and 10840 S. 27<sup>th</sup> St.; and,

WHEREAS, the Plan Commission reviewed the aforementioned amendment to the City of Oak Creek 2020 Comprehensive Plan at a public meeting on January 28, 2024.

NOW, THEREFORE, BE IT RESOLVED that the Plan Commission of the City of Oak Creek hereby adopts an amendment to the City of Oak Creek 2020 Comprehensive Plan Land Use category from Business Park to Commercial for the properties located at 10700, 10820, and 10840 S. 27<sup>th</sup> St. per Exhibit A, and recognizes that the Common Council must also adopt the amendment to the Comprehensive Plan through ordinance for it to become effective; and,

BE IT FURTHER RESOLVED that the Plan Commission does hereby recommend that the Common Council adopts the amendment to the Comprehensive Plan by ordinance.

Passed and adopted this 28th day of January, 2025.

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Plan Commission Chair

Attest:

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Secretary of the Plan Commission

**EXHIBIT A**

