

Meeting Date: September 23, 2025

Item No.: 5

PLAN COMMISSION REPORT

Proposal:	Conditional Use Permit Amendment - Kunes Buick GMC of Oak Creek		
Description:	Review a request for a Conditional Use Permit Amendment along with conditions and restrictions.		
Applicant(s):	Dax Connely, Kunes Auto & RV Group Craig Hoffmann, Pinnacle Engineering Group		
Address(es):	7020 S. 27 th St. and 2420 W. Rawson Ave. (2 nd Aldermanic District)		
Suggested Motion:	That the Plan Commission recommends that the Common Council approves a Conditional Use Permit Amendment for Kunes Buick GMC of Oak Creek, an existing business located at 7020 S. 27th St. and 2420 W. Rawson Ave., after a public hearing and subject to Conditions and Restrictions.		
Owner(s):	KUNES OAK CREEK PROPERTY, LLC		
Tax Key(s):	737-9096-000 and 737-9095-000		
Lot Size(s):	8.277 acres and 4.752 acres		
Current Zoning District(s):	B-4, General Business		
Overlay District(s):	CU		
Wetlands:			
Comprehensive Plan:	Commercial		

Background: The Applicant is requesting approval to amend a Condition and Restriction associated with the existing Conditional Use Permit (CUP) for Kunes Buick GMC. The original CUP to operate an automotive sales and service business was established by Ordinance 2900 (April 2018) and later amended by Ordinance 3027 (January 2022) to expand the operations through the incorporation of additional land previously owned by the Wisconsin Department of Transportation (WisDOT).

The CUP was further amended by Resolution 12600-071525 on July 15, 2025, where the new owner, Kunes Buick GMC, requested to expand the inventory parking lot further east to the property at 2420 W. Rawson

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Ave. A Certified Survey May (CSM) combining the properties at 7020 S. 27th St. and 2420 W. Rawson Ave. was approved by the Common Council on September 2, 2025 through Resolution 12601-071525.

As part of the original 2018 approval for the construction of the automotive sales business, the former owner, Boyland Properties Oak Creek, LLC (All Star Buick GMC) signed Conditions and Restrictions, and one specific Condition noted was as follows:

Section 2: REQUIRED PLANS, EASEMENTS, AGREEMENTS AND PUBLIC IMPROVEMENTS

F. Prior to the approval of site and building plans for the development the applicant shall prepare and submit a certified survey map combining the properties. The right-of-way for any public street as illustrated on the Official Map within these properties shall be dedicated, and the public improvements installed unless a variation or exception is granted by the Common Council pursuant to Section 14.180 of the Municipal Code.

This Condition was part of an expansive, big-picture goal, steered by WisDOT, to construct a frontage road that went from W. Rawson Ave. north to Menards, eliminating the need for multiple driveways along S. 27th St. Around this time, WisDOT had grant funds available to help the seven (7) property owners with construction costs for the frontage road; however, there was not cooperation from all the property owners at the time to design and construct a frontage road. Those grant funds no longer exist.

Operations and expansions of the automotive sales business have taken place since that time, along with CSMs being recorded, without the Official/Future Road Map ever being dedicated as right-of-way, and without the construction of the public improvements. Kunes, being a new property owner, was not aware of the previous Condition F. imposed on the property (and carried through to their 2025 CUP amendment), and this has recently been brought to light during the process of this most recent CUP amendment request, and most recent CSM request.

Condition F. states that a variation or exception may be granted by the Common Council. Due to the complexity and financial strain that Condition F. imposes, the Applicant is seeking to remove this Condition related to the dedication and improvement of a road identified on the City's Official Map, which is currently required prior to the expansion of the parking area.

The Applicant's rationale for removing this condition is further detailed in the attached narrative, citing significant environmental, engineering, and financial challenges related to the planned public roadway—such as wetland impacts requiring costly mitigation, complex drainage infrastructure needs, interference with existing detention ponds necessitating expensive underground systems, and the fact that WisDOT is not currently requiring the frontage roadway's construction.

If the Plan Commission finds the proposed CUP amendment acceptable, the appropriate next step would be to recommend approval by the Common Council, as outlined in the suggested motion above. A public hearing may be scheduled as early as October 21, 2025. Staff has prepared an amended Conditions and Restrictions for review (attached). Approval of the Amended Conditional Use Permit, along with Conditions

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and Restrictions, does not constitute approval of a site plan and architectural review. A separate site plan and architectural review approval will be required.

Options/Alternatives: The Plan Commission has the discretion to recommend or not recommend Common Council approval of the Conditional Use Permit Amendment request, or to amend the proposed Conditions and Restrictions. Should the request not be recommended for Council approval, Plan Commissioners must provide the Code Sections upon which the denial is based, and the Applicant may choose to request Council approval without recommendation. In that case, the Council would have the authority to approve the request and the Conditions and Restrictions.

Respectfully submitted & approved by:

Prepared by:

Kristi Laine

Community Development Director

Kristin Raine

Todd Roehl Senior Planner

1 Rocks

Attachments:

Draft Amended Conditions and Restrictions (4 pages)

Location Map

Narrative (1 page)

Current CUP Conditions & Restrictions (4 pages)

Conceptual Site Plan (1 page)

City of Oak Creek - Conditional Use Permit (CUP) **AMENDED Conditions and Restrictions**

Applicant: Kunes Auto & RV Property Address(es): 7020 S. 27th St. & 2420 W. Rawson Ave. Approved by Common Council: TBD

Tax Key Number(s): 737-9096-000 and 737-9095-000

Conditional Use: Vehicle Sales

Approved by Plan Commission: TBD (Res. TBD, Amend. Res. #12600-071525

Ord. # 3027 & 2900)

LEGAL DESCRIPTION

Commencing at the southwest corner of the Southwest 1/4 of Section 6, Township 5 North, Range 22 East, City of Oak Creek, Milwaukee County, Wisconsin; thence North 88°58'18" East along the south line of said Southwest 1/4, 1040.97 feet; thence North 01°01'42" West, 65.55 feet to the north right of way line of West Rawson Avenue - County Trunk Highway "BB" and the Point of Beginning; Thence North 89°56'51" West along said north right of way line, 273.27 feet; Thence North 88°57'25" West along said north right of way line, 108.72 feet: Thence North 84°31'04" West along said north right of way line. 210.48 feet; Thence South 88°58'18" West along said north right of way line, 200.00 feet; Thence North 01°01'42" West along said north right of way line, 1.00 feet; Thence South 88°58'18" West along said north right of way line, 37.82 feet to a point on a curve; Thence northwesterly 120.98 feet along the arc of said curve to the right and said north right of way line, whose radius is 260.50 feet and whose chord bears North 77°43'18" West, 119.90 feet; Thence North 29°46'28" West, 21.94 feet to the east right of way line of South 27th Street - State Trunk Highway "241"; Thence North 00°06'38" East along said east right of way line, 90.80 feet; Thence North 88°58'16" East along said east right of way line, 8.00 feet; Thence North 00°06'38" East along said east right of way line, 236.80 feet; Thence North 89°53'22" West along said east right of way line, 1.70 feet; Thence North 00°40'57" West along said east right of way line, 150.33 feet; Thence North 88°58'16" East along the south line of Lot 1 of Certified Survey Map No. 3636, 639.90 feet; Thence South 00°06'38" West along Outlot 1 of said Certified Survey Map No. 3636, 150.03 feet; Thence North 88°58'16" East along said Outlot 1, 744.06 feet to the west right of way line of West Cedar Street; Thence South 00°06'38" West along said west right of way line and then along the west line of Block 2 of Erwin A H Bruss Subdivision, 237.16 feet; Thence South 88°58'16" West and then along the north line of Moe-Wan Subdivision, 434.04 feet; Thence South 01°03'26" East along said subdivision, 171.57 feet to the Point of Beginning.

Containing 567,521 square feet (13.0285 acres) of land Gross, more or less.

REQUIRED PLANS, EASEMENTS, AGREEMENTS AND PUBLIC IMPROVEMENTS

- A. All requirements of the City of Oak Creek Municipal Code, as amended, unless otherwise amended in these Conditions and Restrictions, are in effect.
- B. A precise detailed site plan for the area affected by the Conditional Use shall be submitted to, and approved by, the Plan Commission prior to the issuance of any building or occupancy permits. This plan shall show and describe the following:

1) General Development Plan

- a) Detailed building/structure location(s) with setbacks
- Square footage of all buildings/structures b)
- Area(s) for future expansion c)
- d) Area(s) to be paved
- Access drive(s) (width and location) e)
- Sidewalk location(s) f)
- Parking layout and traffic circulation

Landscape Plan

- a) Screening plan, including parking lot screening/berming
- Number, initial size, and type of plantings
- Percentage open/green space c)

3) Building Plan

- Architectural elevations (w/dimensions) a)
- Building floor plans b)
 - Materials of construction (including colors)

- i) Location(s) and future expansion
- ii) Number of employees
- iii) Number of parking spaces
- iv) Dimensions
- v) Setbacks
- h) Location(s) of loading berth(s)
- i) Location of sanitary sewer (existing & proposed)
- j) Location of water (existing & proposed)
- k) Location of storm sewer (existing & proposed)
- I) Location(s) of wetlands (field verified)
- m) Location(s) and details of sign(s)
- n) Location(s) and details of proposed fences/gates

4) Lighting Plan

- a) Types & color of fixtures
- b) Mounting heights
- c) Types & color of poles
- d) Photometrics of proposed fixtures

5) Grading, Drainage and Stormwater Management Plan

- a) Contours (existing & proposed)
- b) Location(s) of storm sewer (existing and proposed)
- c) Location(s) of stormwater management structures and basins (if required)

6) Fire Protection

- a) Locations of existing & proposed fire hydrants
- b) Interior floor plan(s)
- c) Materials of construction
- C. All plans for new buildings, additions, exterior remodeling, site modifications, and landscaping shall be submitted to the Plan Commission for their review and approval prior to the issuance of a building permit.
- D. For any new buildings, additions, structures, and site modifications, site grading and drainage, stormwater management, and erosion control plans shall be submitted to the City Engineer for approval, if required. The City Engineer's approval must be received prior to the issuance of any building permits.
- E. All new electric, telephone and cable TV service wires or cable shall be installed underground within the boundaries of this property.

SITE & USE RESTRICTIONS, MAINTENANCE & OPERATION REQUIREMENTS

- A. One (1) automobile sales & service facility and one (1) private car wash facility in accordance with these Conditions and Restrictions is allowed on the property. Other uses permitted by the zoning district, in accordance with other applicable Sections of the City of Oak Creek Municipal Code and these Conditions and Restrictions, are also allowed on the property.
- B. Hours of operation shall be between 6:30 AM and 9:00 PM Monday through Saturday.
- C. There shall be no outdoor storage of equipment, junk/damaged/non-inventory vehicles, parts, or supplies. Outdoor display areas shall be limited to those for the display of vehicles for sale as approved by the Plan Commission as part of the site plan review process.
- D. There shall be no storage of flammable or hazardous materials except those minimum quantities necessary for the operation of the permitted principal use. All materials shall be stored inside the building or in an area approved by the Plan Commission and Fire Department.
- E. No pole signs, pennant flags, light pole flags, permanent banners, or flashing/blinking signs shall be permitted as part of this development.
- F. Solid waste collection and recycling shall be the responsibility of the owner.
- G. Removal of snow from off-street parking areas, walks and access drives shall be the responsibility of the landowner(s).

4. PARKING AND ACCESS

- A. Parking for this development shall be provided in accordance with Section 17.0501 of the Municipal Code, as amended.
- B. Access to West Rawson Avenue (CTH BB) in accordance with executed agreements and access management plans is subject to the review and approval of Milwaukee County. Such approval shall be provided to the City prior to the issuance of any building permits.
- C. Access to South 27th Street (STH 241) in accordance with executed agreements and access management plans is subject to the review and approval of the Wisconsin Department of Transportation. Such approval shall be provided to the City prior to the issuance of any building permits.

5. LIGHTING

All plans for new outdoor lighting shall be reviewed and approved by the Electrical Inspector in accordance with Section 17.0509 of the Municipal Code, as amended.

6. SETBACKS

	Front and Street Setback	Rear Setback	Side Setback
Principal Structure	50 ft	30 ft	20 ft
Accessory Structure**	50 ft	30 ft	20 ft
Parking	30 ft	0 ft	0 ft

^{**}No accessory structures shall be permitted in the front yard or in required buffer yards.

7. TIME OF COMPLIANCE

The operator of the Conditional Use shall commence work in accordance with these conditions and restrictions for the Conditional Use within twelve (12) months from the date of adoption of the ordinance authorizing the issuance of a Conditional Use Permit. This Conditional Use approval shall expire within twelve (12) months after the date of adoption of the ordinance if a building permit has not been issued for this use. The applicant shall re-apply for a Conditional Use approval prior to recommencing work or construction.

OTHER REGULATIONS

Compliance with all other applicable City, State, DNR and Federal regulations, laws, Code, ordinances, and orders, as amended, not heretofore stated or referenced, is mandatory.

9. VIOLATIONS & PENALTIES

Any violations of the terms of this Conditional Use Permit shall be subject to enforcement and the issuance of citations in accordance with Section 1.20 of the City of Oak Creek Code of Ordinances (as amended). If the owner, applicant or operator of the Conditional Use is convicted of two or more violations of these conditions and restrictions or any other municipal ordinances within any 12-month period the

City shall have the right to revoke this Conditional Use Permit, subject to the provisions of paragraph 9 herein. Nothing herein shall preclude the City from commencing an action in Milwaukee County Circuit Court to enforce the terms of this Conditional Use Permit or to seek an injunction regarding any violation of this Conditional Use Permit or any other city ordinances.

10. REVOCATION

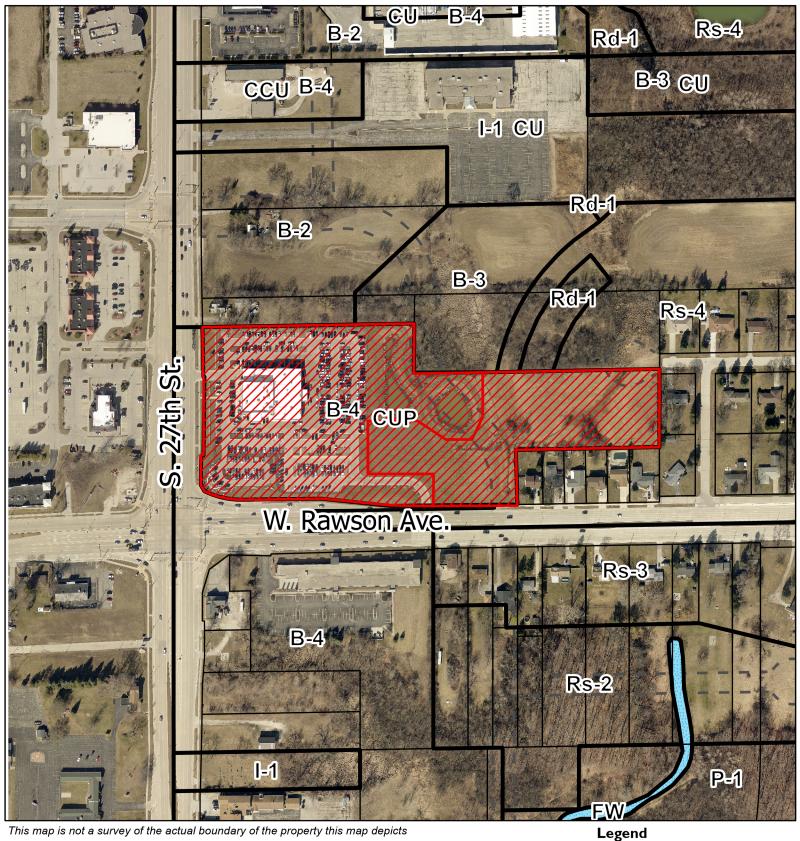
Should an applicant, their heirs, successors or assigns, fail to comply with the conditions and restrictions of the approval issued by the Common Council, the Conditional Use approval may be revoked. The process for revoking an approval shall generally follow the procedures for approving a Conditional Use as set forth in Section 17.0804 of the Municipal Code, as amended.

11. ACKNOWLEDGEMENT

The approval and execution of these conditions and restrictions shall confirm acceptance of the terms
and conditions hereof by the owner, and these conditions and restrictions shall run with the property
unless revoked by the City, or terminated by mutual agreement of the City and the owner, and their
subsidiaries, related entities, successors and assigns.

Owner / Authorized Representative Signature	Date	
(please print name)		

Location Map 7020 S. 27th St. & 2420 W. Rawson Ave.





Community Development

0.1 Miles 0.05

FloodFringe2024 Zoning - Official Street Map Em Floodway2024 □ Parcels

7020 S. 27th St. & 2420 W. Rawson Ave.

KUNES OAK CREEK - VEHICLE PARKING EXPANSION

CONDITIONAL USE PERMIT CONDITIONS AND RESTRICTIONS AMENDMENT NARRATIVE

The City neighborhood plan calls for a public roadway extension north of Rawson to ultimately connect to 27th Street. This was prompted by an agreement with the Wisconsin DOT relating to traffic at the nearby existing intersection. Section 2.F of the current CUP for the referenced project site states that, "The right-of-way for any public street as illustrated on the Official Map within these properties shall be dedicated, and the public improvements installed unless a variation or exception is granted." Because this future roadway faces many challenges to becoming a reality, an amendment to the CUP conditions and requirements for Section 2.F to be removed is being requested based on the following summary:

First, there are delineated wetlands along the route which would need to be filled. This will require DNR and possible US Army Corps permitting. Due to the size of the impact, it is very likely that mitigation would be required, resulting in a significant mitigation fee and estimated at \$30,000 at this time. In addition, the DNR would likely want to explore alternative alignments that result in less wetland impact. It is unclear how this might affect the layout and impact surrounding properties.

Second, the location of the future roadway is immediately on top of the drainage path for the area. Significant amounts of water flow to the culvert in Rawson from the north. The roadway would need to incorporate large diameter storm sewer to pick up and convey this water to avoid causing backups and flooding on the neighboring properties. This storm sewer comes at an approximate price of \$90,000.

Third, the current future alignment overlaps considerably with the existing detention ponds. Relocation of the pond to the east is not possible as the water must cross a drainage way. Therefore, in order to stay compliant with City and DNR ordinances, the pond volume lost would need to be made up for onsite, most likely in underground chambers and filter structures. The estimated value of these chambers is \$1,200,000.

Fourth, in discussions with the DOT on this project and the proposed parking lot expansion, the DOT is NOT mandating that the roadway be constructed at this time.

For the above reasons, the applicant requests that Section 2.F in the current CUP be removed.

City of Oak Creek – Conditional Use Permit (CUP) **AMENDED Conditions and Restrictions**

Applicant:

Kunes Auto & RV

Approved by Plan Commission: 6-10-25

Tax Key Number(s):

737-9096-000 and 737-9095-000

Property Address(es): 7020 S. 27th St. & 2420 W. Rawson Ave. Approved by Common Council: 7-15-25 (Res. 12600-071525, Amend. Ord. # 3027 & 2900)

Conditional Use:

Vehicle Sales

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10. REVOCATION

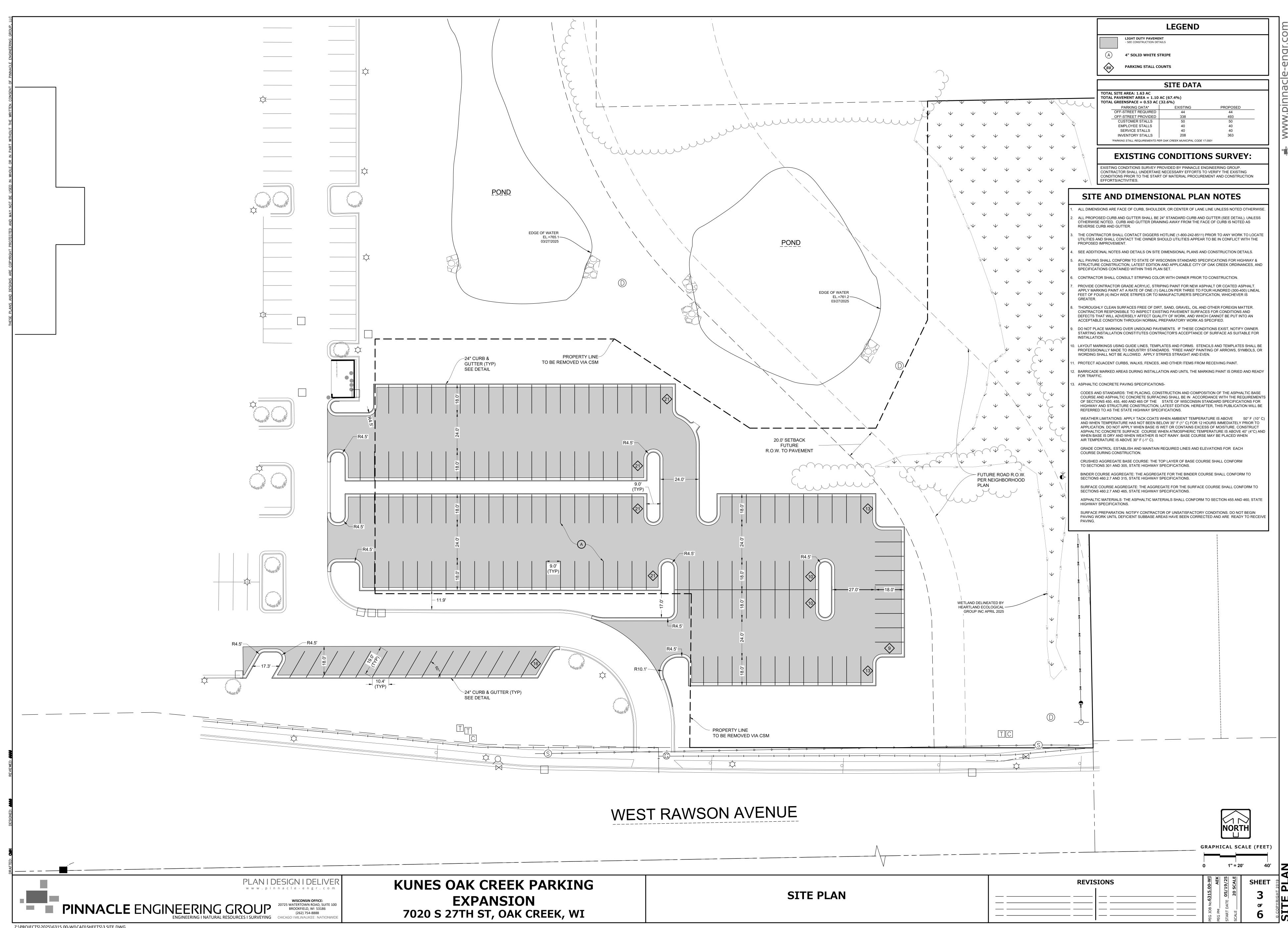
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11. ACKNOWLEDGEMENT

The approval and execution of these conditions and restrictions shall confirm acceptance of the terms and conditions hereof by the owner, and these conditions and restrictions shall run with the property unless revoked by the City, or terminated by mutual agreement of the City and the owner, and their subsidiaries, related entities, successors and assigns.

Owner / Authorized Representative Signature

Date



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