



**LEE'S SUMMIT**  
MISSOURI  
Development Services Department

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## Development Services Staff Report

|                                 |                                               |
|---------------------------------|-----------------------------------------------|
| <b>File Number</b>              | PL2025-116                                    |
| <b>File Name</b>                | PRELIMINARY DEVELOPMENT PLAN – Smalls Sliders |
| <b>Applicant</b>                | Paxvesta, LLC                                 |
| <b>Property Address</b>         | 101 SW Oldham Pkwy                            |
| <b>Planning Commission Date</b> | August 28, 2025                               |
| <b>Heard by</b>                 | Planning Commission and City Council          |
| <b>Analyst</b>                  | Hector Soto, Jr., AICP, Senior Planner        |

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### Public Notification

Pre-application held: April 23, 2024  
Neighborhood meeting conducted: July 28, 2025  
Newspaper notification published on: August 9, 2025  
Radius notices mailed to properties within 300 feet on: August 8, 2025  
Site posted notice on: August 8, 2025

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### Attachments

Traffic Impact Memo prepared by Kaw Valley Engineering, Inc., signed and sealed May 21, 2025 – 10 pages  
Preliminary Development Plan, revision dated July 29, 2025 – 6 pages  
Building and Trash Enclosure Elevations, uploaded July 29, 2025 – 4 pages  
Building Comparables prepared by City staff – 3 pages

Exterior Material Specification, uploaded July 29, 2025 – 2 pages

Exterior Material Color Chart, uploaded July 29, 2025 – 6 pages

Photometric Plan, uploaded June 25, 2025

Light Fixture Specifications, uploaded June 25, 2025

Stormwater Report prepared by Kaw Valley Engineering, Inc., signed and sealed May 16, 2025 – 11 pages

Sign Package, dated July 22, 2025 – 17 pages

Neighborhood Meeting Minutes, uploaded July 29, 2025

Location Map

## 1. Project Data and Facts

| Project Data                   |                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                             |
|--------------------------------|-------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| Applicant/Status               | Paxvesta, LLC/Applicant                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                     |
| Applicant's Representative     | Mark Parretta                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                               |
| Location of Property           | 101 SW Oldham Pkwy                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                          |
| Size of Property               | 0.88 acres (38,263 sq. ft.)                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                 |
| Number of Lots                 | 1 lot                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                       |
| Building Area                  | 930 sq. ft.                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                 |
| FAR                            | 0.02 FAR                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                    |
| Zoning                         | PMIX (Planned Mixed Use)                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                    |
| Comprehensive Plan Designation | Commercial                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                  |
| Procedure                      | <p>The Planning Commission makes a recommendation to the City Council on the proposed preliminary development plan. The City Council takes final action on the preliminary development plan in the form of an ordinance.</p> <p><b>Duration of Validity:</b> Preliminary development plan approval by the City Council shall not be valid for a period longer than twenty-four (24) months from the date of such approval, unless within such period a final development plan application is submitted. The City Council may grant one extension not exceeding twelve (12) months upon written request.</p> |

| Current Land Use                                                                                                                                                                                                                             |
|----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| The subject 0.88-acre project site is a vacant commercial lot in the Oldham Village mixed-use development located at the northwest corner of the intersection of the future reconfigured intersection of SW Oldham Pkwy and SW Jefferson St. |

### Description of Applicant's Request

The subject application is for preliminary development plan approval of a 930 sq. ft. walk-up and drive-through restaurant for Smalls Sliders on Lot 7 of the Oldham Village development. The previously approved preliminary development plan for the overall Oldham Village development showed a drive-through restaurant site layout for the subject site, but detailed building elevations were not available at that time for review and approval. As a result, only conceptual approval requiring separate preliminary development plan approval was given for the Smalls Sliders site.

The proposed restaurant building employs a contemporary architectural design with a 100% metal exterior accentuated by a repurposed shipping container that sits atop the building. The shipping container overhangs the building on two sides to function as a canopy over the walk-up order window on one side and a canopy over the drive-through pick-up window on the other side; a separate traditional canopy is also provided over the outdoor seating/dining area. The main body of the building will be painted midnight bronze. The shipping container and building accents will be painted in Smalls Sliders' signature orange color.

As previously stated, the proposed building exterior is 100% metal. A modification is required to be approved by City Council to allow the use of metal on over 75% of any façade. Staff supports the requested modification.

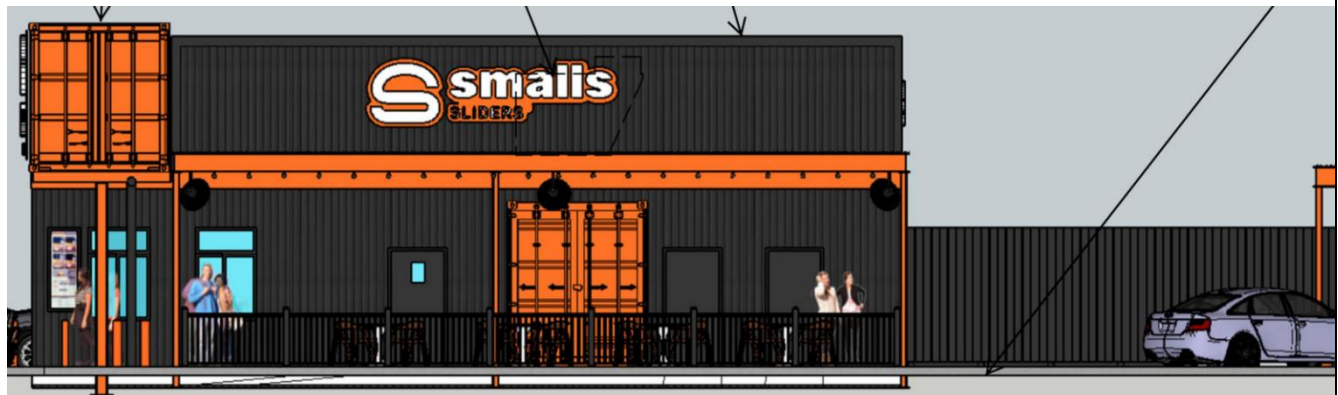


Figure 1 – North building elevation

## 2. Land Use

### Description and Character of Surrounding Area

The subject site constitutes 0.88 acres of the larger 62.11-acre Oldham Village mixed use development generally bounded by US 50 Hwy to the north, South M-291 Hwy to the east, SW Persels Rd to the south and the Hinsdale single-family residential subdivision to the west. More specifically, the subject site is located at the northwest corner of the intersection of SW Jefferson St and SW Oldham Pkwy that is currently under construction. The subject site is surrounded by lots approved for commercial, multi-family lot and civic uses (i.e., the future Parks and Recreation Department athletic fieldhouse).

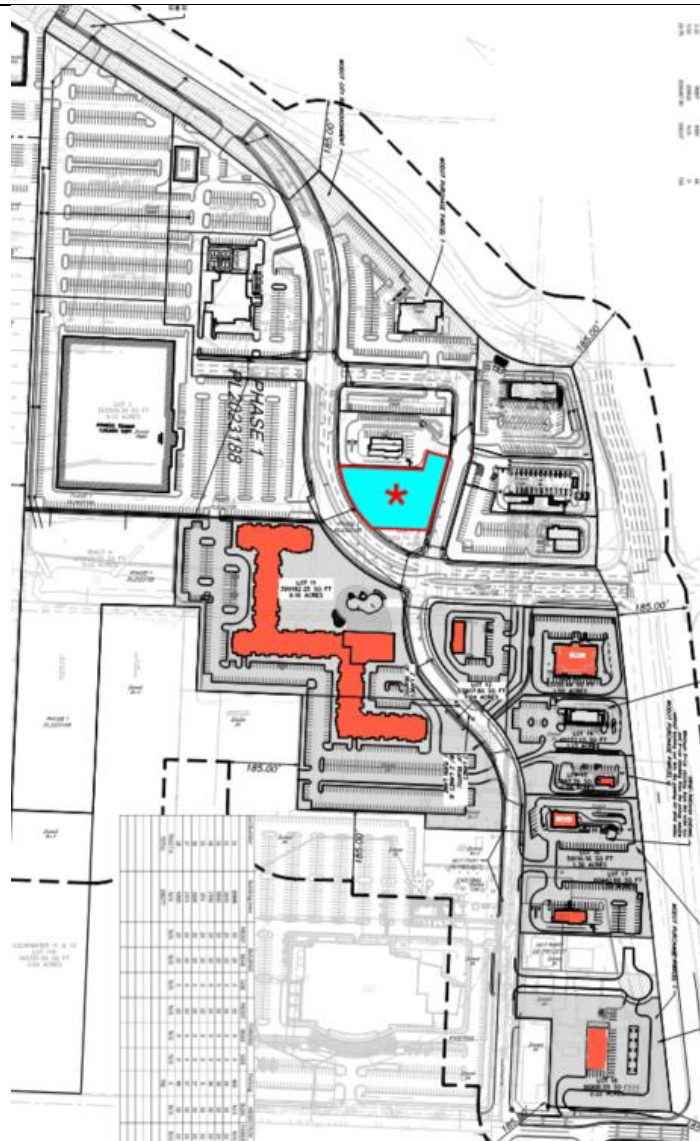


Figure 2 – Overall Oldham Village development with subject site shown in teal with red asterisk.

#### Adjacent Land Uses and Zoning

|               |                                                       |
|---------------|-------------------------------------------------------|
| <b>North:</b> | Future commercial / PMIX                              |
| <b>South:</b> | Future multi-family residential and commercial / PMIX |
| <b>East:</b>  | Future commercial / PMIX                              |
| <b>West:</b>  | Future athletic facility / PMIX                       |

#### Site Characteristics

The project site has frontage along SW Oldham Pkwy on the west and SW Jefferson Crossing (a private street currently under construction) to the east. Access to the site will come from a shared driveway connection to SW Jefferson Crossing. Topographically, the project site generally slopes from northeast to southwest.

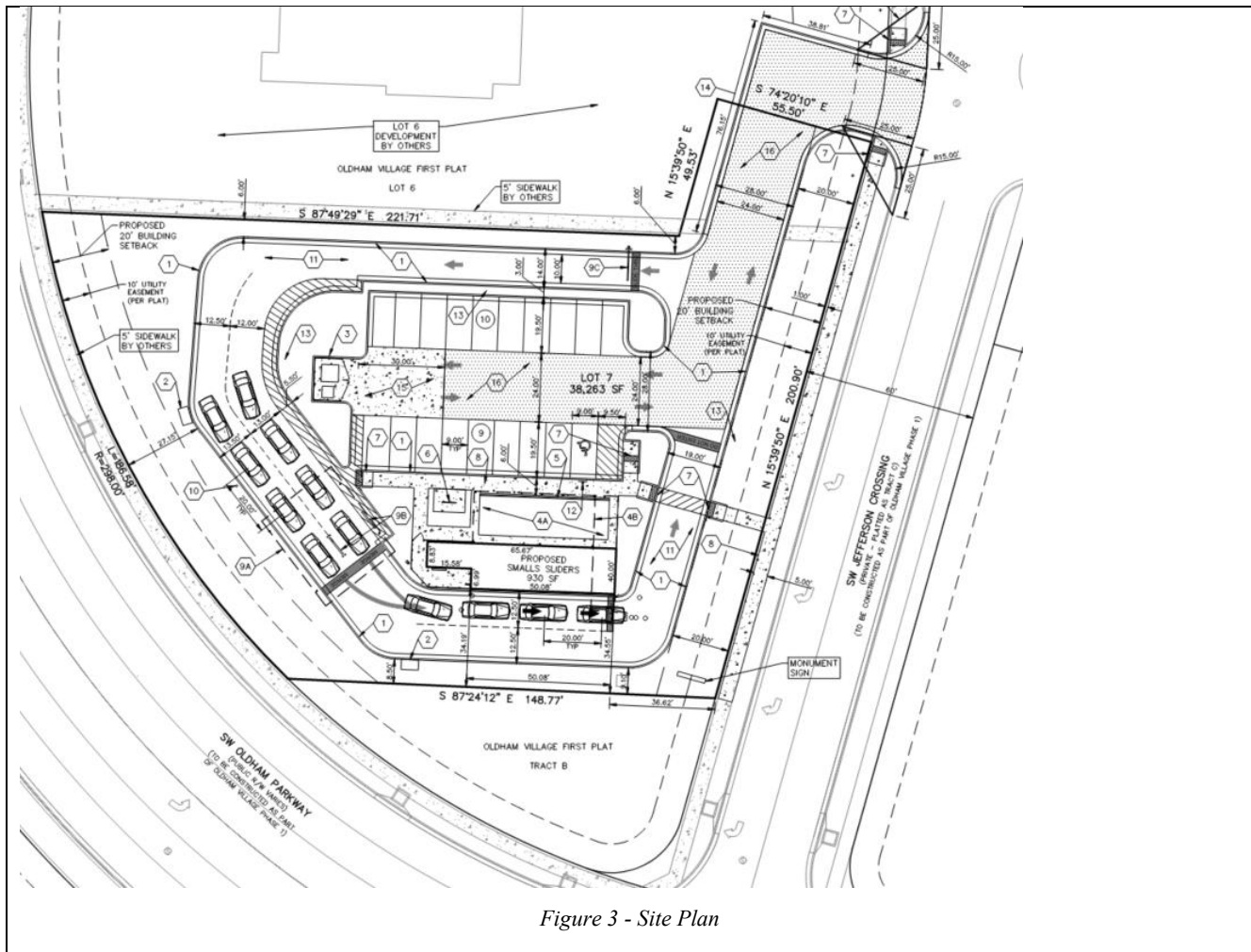


Figure 3 - Site Plan

### Special Considerations

The subject property lies within the boundaries of the EnVision LS area. Modifications were previously granted to the overall Oldham Village development from certain EnVision LS standards and certain general UDO standards. More specifically, modifications were granted to the following: 1) a modification to the EnVision LS commercial design and architectural standards, to allow the development to follow the standard design and architectural standards of the UDO; 2) a modification to the minimum 20' parking lot setback from certain public rights-of-way; and 3) a modification to the high-impact landscape buffer along the abutting R-1 zoning district to the west, to allow an alternate landscape buffer design. The subject property is only directly impacted by the first modification listed above related to commercial design and architectural standards.

## 3. Project Proposal

### Site Design

#### Land Use

|                      |     |
|----------------------|-----|
| Impervious Coverage: | 92% |
| Pervious:            | 8%  |



|              |      |
|--------------|------|
| <b>TOTAL</b> | 100% |
|--------------|------|

**Parking**

| <b>Proposed</b>                |    | <b>Required</b>                |    |
|--------------------------------|----|--------------------------------|----|
| Total parking spaces proposed: | 19 | Total parking spaces required: | 12 |
| Parking Reduction requested?   | No | Off-site Parking requested?    | No |

**Setbacks (Perimeter)<sup>1</sup>**

| <b>Yard</b> | <b>Building / Parking Proposed</b>                                                            | <b>Building / Parking Required</b>                                                                  |
|-------------|-----------------------------------------------------------------------------------------------|-----------------------------------------------------------------------------------------------------|
| Front       | 43'-6" (Building) / 20' (Parking) – east; and<br>62' (Building) / 27'-2" (Parking) – west     | 20' (Building) / 0' (Parking)                                                                       |
| Side        | 109'-6" (Building) / 6' (Parking) – north; and<br>34'-2" (Building) / 8'-6" (Parking) – south | 0' (Building) / 0' (Parking –<br>interconnected parking); or 6' (Parking –<br>disconnected parking) |

<sup>1</sup> – PMIX setback standards are established per approved plan.

**Structure(s) Design**

| <b>Number and Proposed Use of Buildings</b> |
|---------------------------------------------|
| 1 – drive-through restaurant                |
| <b>Building Height</b>                      |
| 21'-2" – drive-through restaurant           |
| <b>Number of Stories</b>                    |
| 1                                           |

**4. Unified Development Ordinance (UDO)**

| <b>Section</b>          | <b>Description</b>                |
|-------------------------|-----------------------------------|
| 2.040,2.260,2.300,2.320 | Preliminary Development Plans     |
| 4.240                   | Zoning Districts (PMIX)           |
| 9.260                   | Signs (Permitted Permanent Signs) |

**Unified Development Ordinance**

The PMIX District is intended to permit a mixture of uses which, with proper design and planning, will be compatible with each other and with surrounding uses or zoning districts and will permit a finer-grained and more comprehensive response to market demand. As a customizable zoning district, the land uses allowed under the PMIX zoning district are typically not pre-determined but rather are established at the time of preliminary development plan approval. In this case, the previously approved preliminary development plan for Oldham Village included all office, retail and service uses allowed under the CP-2 zoning district, as well as multi-family residential and fitness/recreational centers. The proposed drive-through restaurant is consistent with the allowed uses in the Oldham Village development.

**Neighborhood Meeting**

The applicant hosted a neighborhood meeting from 6pm to 6:30pm at the Summit Park Church Ministry/Office Building (401 SW Oldham Pkwy) on July 28, 2025. Ten (10) members of the public attended the meeting. City staff has not received any questions or comments from the public regarding the proposed development.

Discussion topics included the following:

- Land use/tenant;
- Construction timeline;
- Business operations; and
- Traffic impact of overall Oldham Village development.

## 5. Comprehensive Plan

| Focus Areas                           | Goals, Objectives & Policies                                                                                     |
|---------------------------------------|------------------------------------------------------------------------------------------------------------------|
| Strong Neighborhoods & Housing Choice | Objective: Increase business activity by designing mutually supportive neighborhoods.                            |
| Resilient Economy                     | Objective: Diversity Lee's Summit economy.<br>Objective: Increase business retention and grow business activity. |
| Land Use & Community Design           | Objective: Plan for purposeful growth, revitalization and redevelopment.                                         |

### Comprehensive Plan

The proposed drive-through restaurant use is consistent with the Commercial land use designation under the Ignite Comprehensive Plan for the project site. The Commercial land use designation captures the full range of retail and service uses such as stand-alone commercial and medium to large scale commercial developments such as the Oldham Village development of which the subject site is a component.

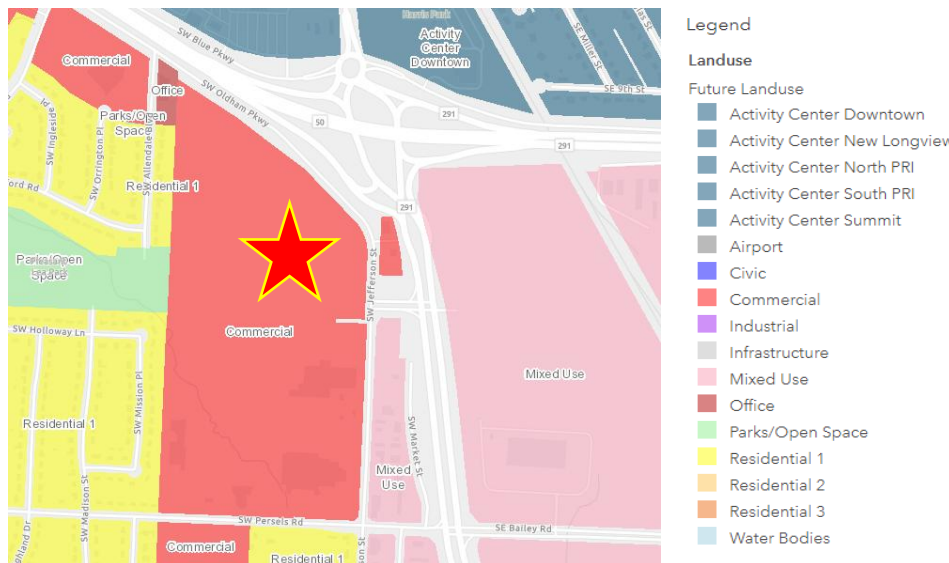


Figure 4 - Ignite! Comprehensive Plan - Future Land Use Map

## 6. Analysis

### Background and History

- November 3, 2016 – The City Council approved a City-initiated rezoning (Appl. #PL2016-158) from CP-2, PI and PMIX to PMIX and approved a conceptual development for approximately 237 acres generally bounded by the Pine Tree Plaza shopping center, US 50 Hwy, the former Adesa site, SW Jefferson St, SE 16<sup>th</sup> St, Union Pacific Railroad and South M-291 Hwy by Ordinance No. 8012.
- March 2, 2017 – The City Council an application establishing the EnVision LS Area Development Plan Land Use and Design Standards (Appl. #PL2017-010) for the area generally bounded by the Pine Tree Plaza shopping center, US 50 Hwy, the former Adesa site, SW Jefferson St, SE 16<sup>th</sup> St, Union Pacific Railroad and South M-291 Hwy by Ordinance No. 8105.
- January 14, 2025 – The City Council approved preliminary development plans for Oldham Village Phase 1 (Appl. #PL2023-188) and Oldham Village Phase 2 (Appl. #PL2024-015) by Ordinance Nos. 10049 and 10050, respectively

### Signage

The proposed development is subject to the PMIX sign standards, inclusive of the wall sign standards listed below. However, the applicant seeks approval for four (4) wall signs versus the three (3) wall signs allowed by right for a single-tenant building. The first table below lists the applicable wall sign standards



**Existing UDO Wall Sign Standards – PMIX zoning district**

| Sign Type  | Number of Signs                                                               | Sign Area               | Sign Location | Max. Letter Height |
|------------|-------------------------------------------------------------------------------|-------------------------|---------------|--------------------|
| Wall signs | 3 per building (single-tenant bldg.); or<br>2 per tenant (multi-tenant bldg.) | 10% max. of façade area | Any façade    | 6' (72")           |

The table below outlines the characteristics of the four (4) proposed wall signs.

**Proposed Wall Signs**

| Sign Type  | Number of Wall Signs | Sign Area (10% max. allowed) | Sign Location | Max. Letter Height |
|------------|----------------------|------------------------------|---------------|--------------------|
| Wall signs | 4 total              | 75.4 sq. ft. (8.4%)          | North façade  | 4'-7" (55")        |
|            |                      | 69.8 sq. ft. (7.7%)          | South façade  |                    |
|            |                      | 55.3 sq. ft. (10.0%)         | East façade   |                    |
|            |                      | 13.9 sq. ft. (4.5%)          | West façade   |                    |



Figure 5 - Building elevations w/ signs (clockwise from top left: north, south, east and west)

The applicant proposes a total of four (4) signs—one wall sign for each building exposure. As a stand-alone, single-tenant building on a lot with frontage along two streets, the applicant's intent is to provide a reasonable means of identification and wayfinding on all visible sides of the building. The request to allow four (4) wall signs is similar to requests to do the same at other stand-alone, single-tenant buildings which have been approved by the Planning Commission and City Council. None of the proposed wall signs exceed the maximum allowable size of 10% of the façade area.

### **Compatibility**

The proposed drive-through restaurant is consistent and compatible with the range of commercial uses previously approved for the overall Oldham Village mixed use development that includes retail, office, a car wash, a convenience store, and other drive-through restaurants sites. The proposed drive-through and previously approved Oldham Village commercial uses are also compatible and complementary with existing commercial and industrial development along the adjacent US 50 Hwy and South M-291 Hwy corridors, offering a range of retail and service uses typical of a high traffic corridor that can be supported by area travelers as well as area residents.

From an aesthetic standpoint, the proposed drive-through restaurant employs a contemporary architectural style using rectilinear forms with 100% metal panel exteriors. The previously approved preliminary development plan for the overall Oldham Village mixed used development did not prescribe a singular architectural style so that individual building architecture could be driven by individual building needs and design freedom. The proposed restaurant's use of a metal panel exterior is compatible and consistent with the approved material palette for Oldham Village, which consists of masonry, cementitious panel, EIFS, glass and architectural metal features. Commercial buildings of similar form with a high usage of metal exteriors have been previously approved and constructed in the city. The most direct example is Golf Ranch (formerly identified as Blue Jeans Golf), which uses repurposed shipping containers for their operations and concessions buildings. Other similar examples of buildings using simple, rectilinear forms with metal exteriors are Shake Shack and Chipotle near the intersection of SW 3<sup>rd</sup> St and SW Oldham Pkwy. Images of these comparable buildings are included as an attachment to the staff report.



*Figure 6 – Smalls Sliders rendering (east elevation)*

### **Adverse Impacts**

The proposed drive-through restaurant will not detrimentally impact the surrounding area. The approved preliminary development plan for the overall Oldham Village mixed use development showed the subject site with a conceptual layout for a drive-through restaurant. The subject site will be surrounded by similar and compatible retail, service and office uses.

### **Public and Private Infrastructure Services**

The proposed drive-through development will not impede the normal and orderly development and improvement of the surrounding property. The approved preliminary development plan for the overall Oldham Village already accounted for the provision of adequate water, sanitary sewer and storm sewer infrastructure to serve all lots in the development, including the subject site. Both water and sanitary sewer service will come from the future SW Jefferson Crossing along the east side of the site. Stormwater from the proposed development will be piped to a regional detention basin located at the southwest corner of the larger Oldham Village development that will then discharge into the adjacent Cedar Creek.

### **Modifications**

**Building Materials – Metal (UDO Section 8.170.A.6). Modification requested. Staff supports the requested modification.**

- Required – Metal may not exceed 40% of any facade. A modification for the use of metal up to 75% of any facade may be approved by the Planning Commission. A modification for the use of metal to exceed 75% of any facade may be approved by the Governing Body.
- Proposed – 100% metal on all building sides
- Recommended – The proposed use of a 100% metal exterior is compatible with the more modern utilitarian architectural style Smalls Sliders employs on their buildings. The simple, rectilinear forms that make up the building and architectural features in the form of canopies are arranged perpendicularly to provide significant projections to break up the wall planes and provide visual interest. Additionally, the use of high-contrast colors to accentuate certain features also contributes to visually breaking up the building and use of a single exterior building material. Staff supports the modification request.

### **Recommendation**

With the conditions of approval below, the application meets the Ignite! Comprehensive Plan and the requirements of the UDO and Design & Construction Manual.

## **7. Recommended Conditions of Approval**

### **Site Specific**

1. A modification shall be granted to the allowance usage of no more than 40% metal on any building façade, to allow 100% metal on all building sides as depicted on the building elevations uploaded July 29, 2025.
2. Development shall be in accordance with the preliminary development plan dated July 29, 2025.
3. Approval shall be granted for four (4) primary identification wall signs as depicted on the sign package July 22, 2025.

### **Standard Conditions of Approval**

4. All required engineering plans and studies, including water lines, sanitary sewers, storm drainage, streets and erosion and sediment control shall be submitted along with the final development plan. All public infrastructure must be substantially complete, prior to the issuance of any certificates of occupancy.
5. All Engineering Plan Review and Inspection Fees shall be paid prior to approval of the associated engineering plans and prior to the issuance of any site development permits or the start of construction (excluding land disturbance permit).
6. All subdivision-related public improvements must have a Certificate of Final Acceptance prior to approval of the final plat, unless security is provided in the manner set forth in the City's Unified Development Ordinance (UDO) Section 7.340. If security is provided, building permits may be issued upon issuance of a Certificate of Substantial Completion of the public infrastructure as outlined in Article 3, Division V, Sections 3.540 and 3.550 and Article 3, Division IV, Section 3.475 of the UDO, respectively.
7. A Land Disturbance Permit shall be obtained from the City if groundbreaking will take place prior to the issuance of a site development permit, building permit, or prior to the approval of the Final Development Plan / Engineering Plans.
8. All permanent off-site easements, in a form acceptable to the City, shall be executed and recorded with the Jackson County Recorder of Deeds prior to the issuance of a Certificate of Substantial Completion or approval of the final plat. A certified copy shall be submitted to the City for verification.
9. Certain aspects of the development plan will be further reviewed during the Final Development Plan phase of the project. This includes detailed aspects of the design to help ensure that the plan meets the design criteria and specifications contained in the Design and Construction Manual.
10. Private parking lots shall follow Article 8 of the Unified Development Ordinance for pavement thickness and base requirements.
11. Any cut and / or fill operations, which cause public infrastructure to exceed the maximum / minimum depths of cover shall be mitigated by relocating the infrastructure vertically and / or horizontally to meet the specifications contained within the City's Design and Construction Manual.
12. All ADA sidewalk ramps shall be constructed by the developer at the time the street is constructed.
13. All issues pertaining to life safety and property protection from the hazards of fire, explosion or dangerous conditions in new and existing buildings, structures and premises, and to the safety to fire fighters and emergency responders during emergency operations, shall be in accordance with the 2018 International Fire Code.
14. IFC 503.2.3 - Fire apparatus access roads shall be designed and maintained to support the imposed loads of fire apparatus and shall be surfaced to provide all-weather driving capabilities.  
  
The drive lanes of the parking lot shall carry the weight of a 75,000-pound apparatus.
15. Sign permits shall be obtained prior to installation of any signs through the Development Services Department. All signs proposed must comply with the sign requirements as outlined in the sign section of the Unified Development Ordinance.