



LEE'S SUMMIT
MISSOURI
Development Services Department

Development Services Staff Report

File Number	PL2025-276
File Name	PRELIMINARY DEVELOPMENT PLAN – Dutch Bros
Applicant	Engineering Solutions, LLC
Property Address	10 SW Persels Rd
Planning Commission Date	December 11, 2025
Heard by	Planning Commission and City Council
Analyst	Hector Soto, Jr., AICP, Senior Planner

Public Notification

Pre-application held: N/A
Neighborhood meeting conducted: November 5, 2025
Newspaper notification published on: November 22, 2025
Radius notices mailed to properties within 300 feet on: November 26, 2025
Site posted notice on: November 26, 2025

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Attachments

Preliminary Development Plan, revision dated November 24, 2025 – 11 pages
Building Elevations, uploaded November 24, 2025
Neighborhood Meeting Minutes, uploaded November 14, 2025 – 4 pages
Copy of Oldham Village Phase 2 approval Ordinance No. 10050 – 3 pages

Copy of Traffic Impact Analysis prepared by Erin Ralovo, P.E., for Oldham Village, dated
September 10, 2024 – 5 pages
Location Map

1. Project Data and Facts

Project Data	
Applicant/Status	Engineering Solutions, LLC/Applicant
Applicant's Representative	Matt Schlicht, P.E.
Location of Property	10 SW Persels Rd
Size of Property	0.87 acres (37,759 sq. ft.) – Lot 19 (Dutch Bros) 1.48 acres (64,604 sq. ft.) – Lot 18A (Casey's) <u>0.65 acres (28,314 sq. ft.) – Tract EE</u> 2.99 total acres (130,404 sq. ft.)
Number of Lots	2 lots and 1 tract
Building Area	1,356 sq. ft. – Lot 19 (Dutch Bros) 4,569 sq. ft. – Lot 18A (Casey's)
FAR	0.04 FAR – Lot 19 (Dutch Bros) 0.07 FAR – Lot 18A (Casey's)
Zoning	PMIX (Planned Mixed Use)
Comprehensive Plan Designation	Mixed Use
Procedure	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. Duration of Validity: 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.

Current Land Use

The existing 2.22-acre site of Lot 18, Oldham Village is a now-vacant site that formerly housed a car wash and in-line multi-tenant retail building before they were razed to make way for the mixed-use Oldham Village redevelopment project.

Description of Applicant's Request

The subject application is for preliminary development plan approval of a 1,356 sq. ft. Dutch Bros drive-through coffee shop. The drive-through coffee shop is proposed to be located immediately north of a Casey's convenience store that was previously approved on Lot 18 of the Oldham Village redevelopment

project. With this application, the applicant proposes to split off 0.87 acres from Lot 18 to create a pad site for Dutch Bros; the remaining 1.48 acres of the original Lot 18 will house the previously approved Casey's convenience store.

The focus of the subject application is the proposed 0.87-acre site for Dutch Bros that was not included as part of the previously approved Oldham Village redevelopment project. Please note that the inclusion of Casey's site layout on the subject preliminary development plan drawings and inclusion of development details for Casey's (e.g., lot size, building area, FAR, etc.) in the staff report are for illustrative and informational purposes only as they demonstrate how the two sites will co-exist using shared and cross-access.

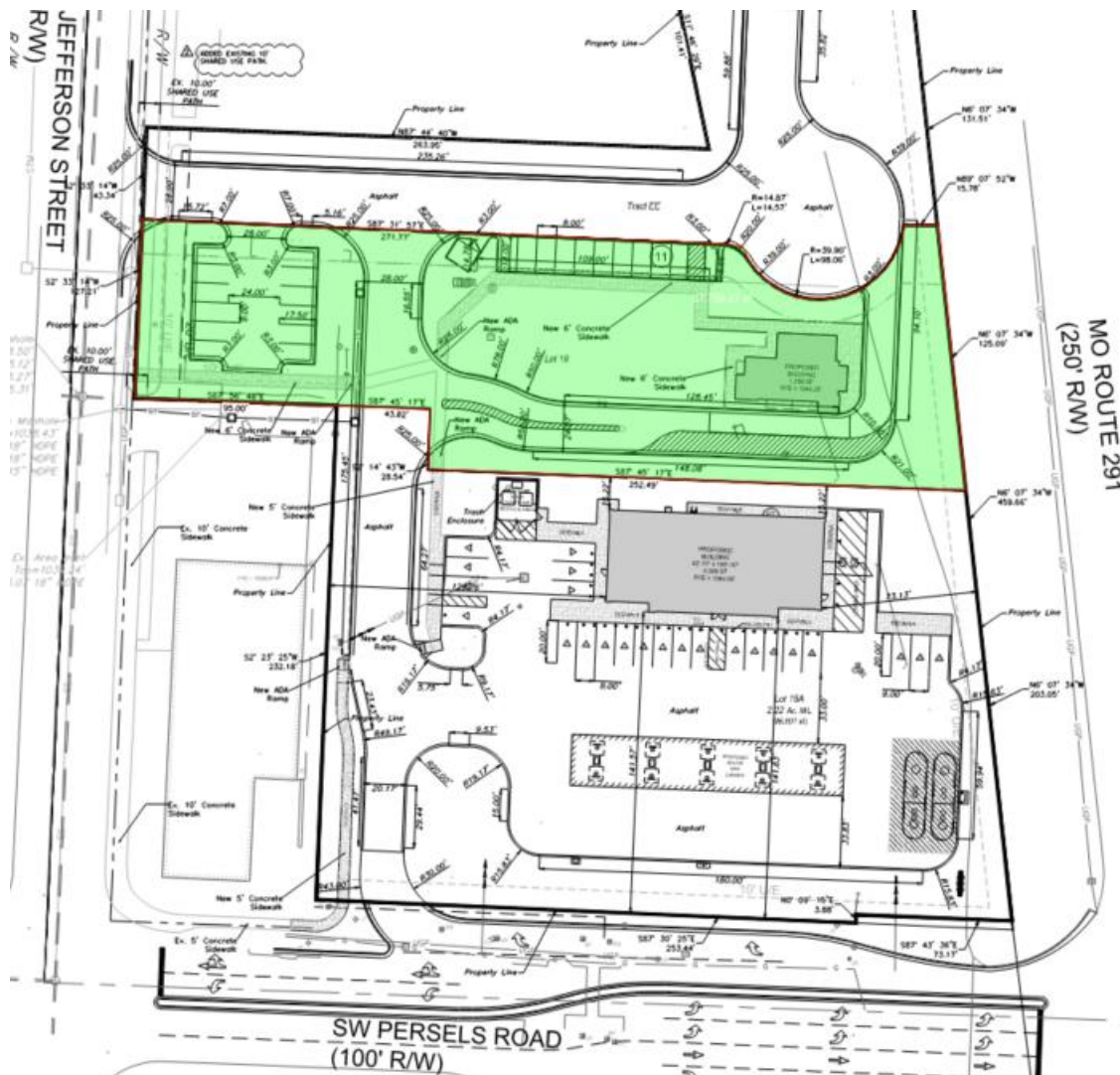


Figure 1 – Site Plan with Dutch Bros site in green.

2. Land Use

Description and Character of Surrounding Area

The subject site for Dutch Bros constitutes a portion of 2.2 acres identified as Lot 18 of the larger 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 Persels Rd and South M-291 Hwy. The subject site is adjacent to commercial lots along SW Jefferson St in the Oldham Village development, as well as existing area commercial and industrial building lots not associated with the Oldham Village development.

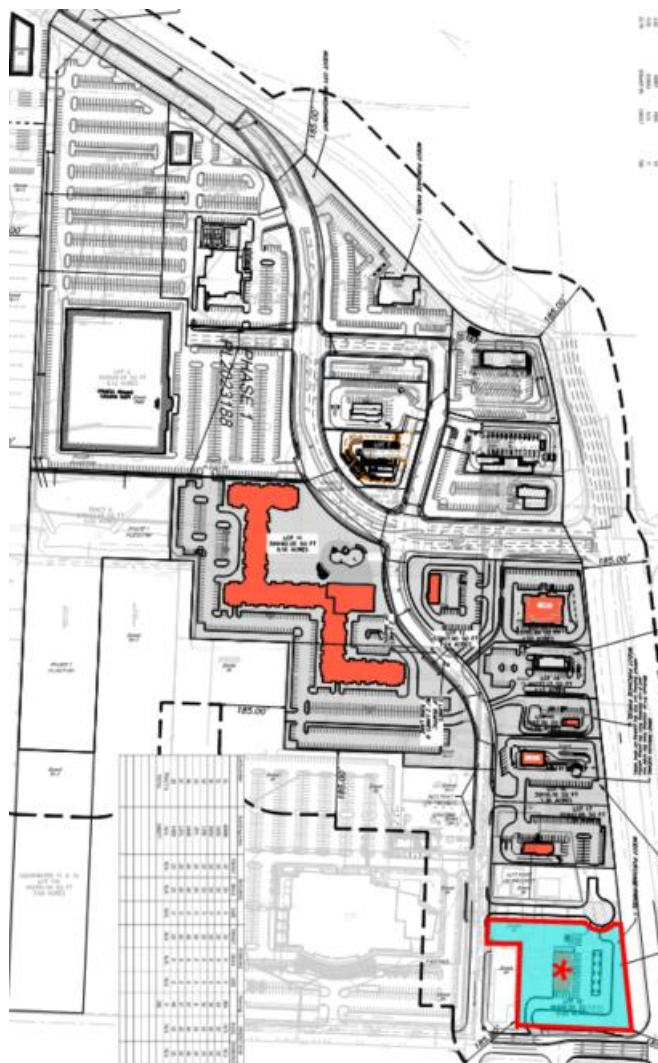


Figure 2 – Overall Oldham Village development with subject site shown in teal with red asterisk.

Adjacent Land Uses and Zoning

North:	Existing and future commercial / PMIX
South:	Future Casey's convenience store / PMIX; Commercial / CP-2 (Planned Community Commercial) – across SW Persels Rd; and

	Office-warehouse / PI (Planned Industrial) – across SW Persels Rd
East:	South M-291 Hwy
West (across SW Jefferson St):	Abundant Life Baptist Church / R-1 (Single-family Residential) and PI

Site Characteristics

The project site has frontage along SW Jefferson St on the west, South M-291 Hwy on the east and a private drive on the north. Access to the site will come from two points: 1) SW Jefferson St via the abutting private drive to the north; and 2) SW Persels Rd via cross-access from the Casey's convenience store to the south. Topographically, the project site generally slopes from east to west.

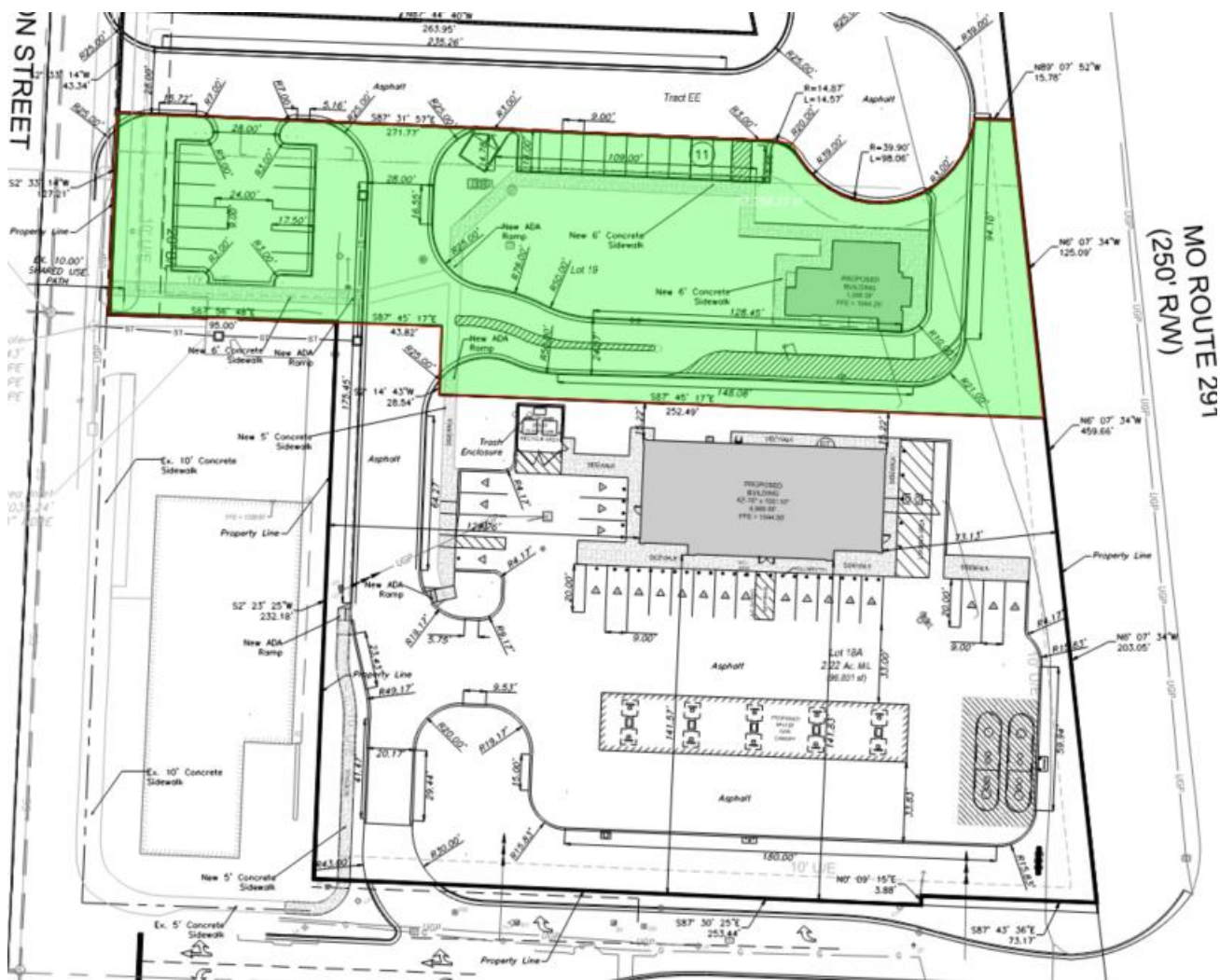


Figure 3 - Site Plan

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 two modifications listed above related to commercial design/architectural standards and parking lot setback from South M-291 Hwy. No further action is required on the previously granted modifications.

3. Project Proposal

Site Design

Land Use	
Impervious Coverage:	55.5%
Pervious:	45.5%
TOTAL	100%

Parking – Total (Dutch Bros + Casey's)

Proposed		Required	
Total parking spaces proposed:	47	Total parking spaces required:	47
Parking Reduction requested?	No	Off-site Parking requested?	No

Setbacks (Perimeter)¹

Yard	Building / Parking Proposed	Building / Parking Required
Front	48' (Building) / 16'-6" (Parking) – South M-291 Hwy frontage; and 279' (Building) / 24'-3" (Parking) – SW Jefferson St frontage	20' (Building) / 0' (Parking – South M-291 Hwy frontage); and 20' (SW Jefferson St frontage)
Side	16'-6" (Building) / 0' (Parking) – north; and 33'-9" (Building) / 10'-9" (Parking) – south	0' (Building) / 0' (Parking)

¹ – PMIX setback standards for Oldham Village were established per approved plan.

Structure(s) Design

Number and Proposed Use of Buildings
1 – drive-through restaurant
Building Height
24' – drive-through coffee shop
Number of Stories
1

4. Unified Development Ordinance (UDO)

Section	Description
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. Specific to the EnVision LS Mixed Use sub-area in which the subject site is located, drive-through restaurants/coffee shops are explicitly identified as an allowed use by right under UDO Section 5.560.C, which contains the EnVision LS list of Area Development Plan (ADP) Permitted Uses that govern land uses for the area.

Neighborhood Meeting

The applicant hosted a neighborhood meeting from 6pm to 7pm at the offices of Engineering Solutions (50 SE 30th St) on November 5, 2025. One (1) member 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:

- Area traffic and bus safety;
- Impact of new convenience store (which was previously approved and is not part of the subject application) on the existing area convenience store;
- Installation of new median limiting access at SW Market St to right-in/right-out; and
- Concerns regarding apartments in the overall development of Oldham Village and East Village developments (which are not part of the subject application).

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. Objective: Increase business retention and grow business activity.

Land Use & Community Design

Objective: Plan for purposeful growth, revitalization and redevelopment.

Comprehensive Plan

The Mixed Use land use designation is intended to accommodate in low-rise buildings a mix of retail, office, service and public uses with a complementary mix of residential development of varying densities to provide for the greatest amount of flexibility. The proposed drive-through coffee shop use is consistent with the Mixed Use land use designation by providing a service-based land use to serve area residents and travelers along the South M-291 Hwy and SW Persels Rd/SE Bailey Rd corridors.

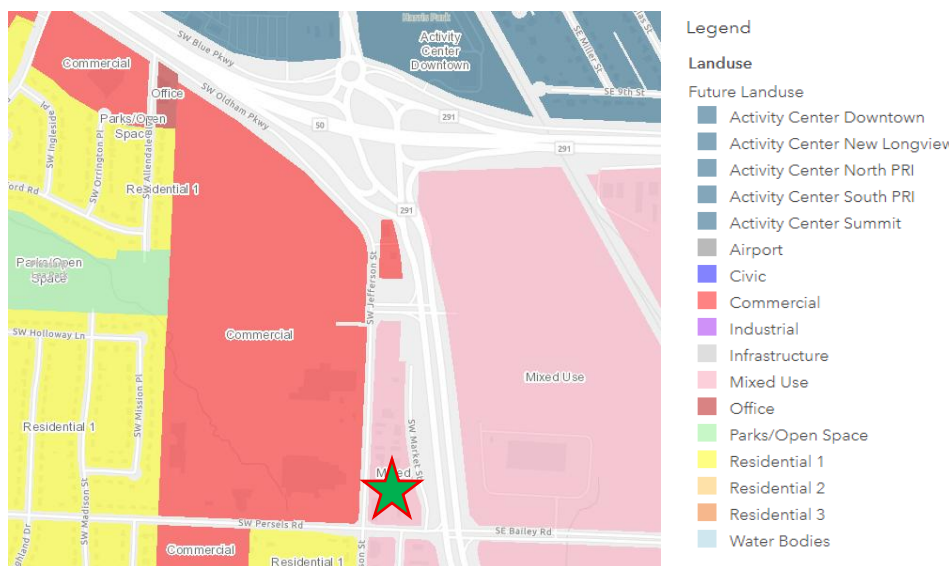


Figure 4 - Ignite! Comprehensive Plan - Future Land Use Map

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 16th 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 16th 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, inclusive of a convenience store site on Lot 18 of Oldham Village.

- October 27, 2025 – A final development plan (Appl. #PL2025-294) was submitted for administrative approval of a Casey's convenience store on Lot 18 of Oldham Village. Said application is currently under review.

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 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. Please note that the building elevations depict a total of five (5) wall signs, but the applicant is only seeking approval of four (4) wall signs to be consistent with previous approvals allowing four (4) walls on single-tenant commercial buildings.

Proposed Wall Signs

Sign Type	Number of Wall Signs	Copy	Sign Area (10% max. allowed)	Sign Location	Max. Letter Height
Wall signs	4 total	"Dutch Bros Coffee"	31.65 sq. ft. (3.2%)	North façade	5' (60")
		"Dutch Bros Coffee"	31.65 sq. ft. (3.4%)	South façade	
		Windmill logo	17.5 sq. ft. (7.8%)	West façade	
		"Dutch Bros Coffee"	31.65 sq. ft. (9.7%)	West façade	



Figure 5 - Building elevations w/ signs

The applicant proposes a total of four (4) signs. As a stand-alone, single-tenant building on a lot with frontage along two public roadways (SW Jefferson St and South M-291 Hwy), a private drive along the north, and shared/cross-access from the Casey's site to the south, the applicant's intent is to provide a reasonable means of identification and wayfinding on the most 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 coffee shop 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.

Adverse Impacts

The proposed drive-through coffee shop 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 only a convenience store. However, the Oldham Village plan did show a drive-through coffee shop location on a different pad site four lots to the north of the subject site. 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. Both water and sanitary sewer service will come from the future SW Jefferson Crossing along the west side of the site. Stormwater from the proposed development will be piped to a regional detention basin located at the southwest corner of the Oldham Village development that will then discharge into the adjacent Cedar Creek.

Traffic

The traffic impact study (TIS) prepared for the previously approval overall Oldham Village development showed a drive-through coffee shop in Phase 2 (the area along SW Jefferson St south of SW Oldham Pkwy), but on a different pad site. The TIS accounted for the trips generated by a drive-through coffee shop in the area, but didn't analyze the subject site as housing two high traffic generators next to one another (the proposed Dutch Bros and the previously approved Casey's) to determine the need for any additional area turn lane improvements. The applicant has reviewed the TIS and does not believe that the number of northbound right-turn movements along SW Jefferson St to access the site warrant the construction of a northbound right-turn lane.

In terms of internal, off-street traffic circulation, the proposed dual-lane, drive-through coffee shop meets the UDO's minimum queuing requirements from the pick-up window and order box. However, staff does have some concern that the AM peak for Dutch Bros has the potential to overflow the queue and back into the north-south shared/cross-access drive that serves as the lone point of egress from the Casey's site. If the subject application is approved, staff will work with the applicant at the final development plan stage to employ signage and/or pavement markings to help keep the drive clear in the vicinity of the drive-through coffee shop entrance. Staff has conveyed their concern to the applicant, but the applicant is confident that the total amount of queuing storage provided for 12 vehicles will satisfy the site's needs.

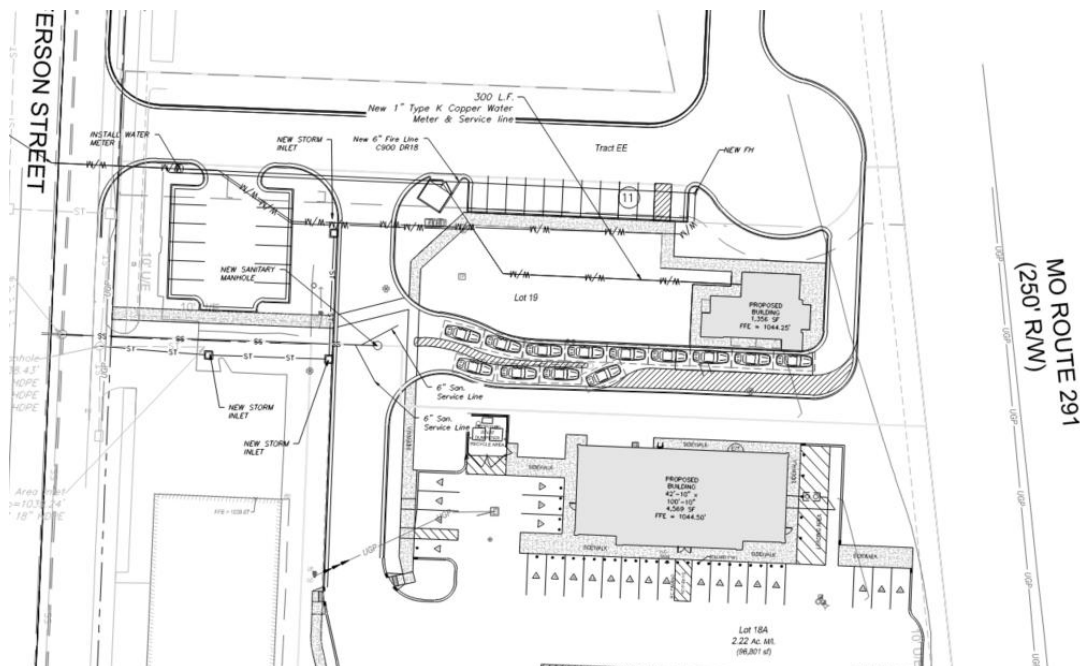


Figure 6 - Dutch Bros site plan with vehicle queuing.

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. Development shall be in accordance with the preliminary development plan revision and building elevations dated November 24, 2025.
2. Development shall be subject to the conditions of approval for Oldham Village Phase 2 approved by Ordinance No. 10050, inclusive of the required road improvements identified in the Traffic Impact Analysis (TIA) dated September 10, 2024. No Temporary Occupancy shall be issued prior to completion of the required Phase 2 road improvements.
3. Approval shall be granted to allow a maximum of four (4) wall signs, but no more than two (2) wall signs on a single building elevation.

Standard Conditions of Approval

4. 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.
5. A final plat shall be approved and recorded prior to any building permits being issued.