



LEE'S SUMMIT
MISSOURI
Development Services Department

Development Services Staff Report

File Number	PL2025-207
File Name	PRELIMINARY DEVELOPMENT PLAN – East Village Phase 1
Applicant	East Village Investors, LLC
Property Address	Approximately 130 gross acres generally located at the southeast corner of the intersection of US 50 Hwy and South M-291 Hwy
Planning Commission Date	November 13, 2025
Heard by	Planning Commission and City Council
Analyst	Hector Soto, Jr., AICP, Senior Planner

Public Notification

Pre-application held: July 15, 2025
Neighborhood meeting conducted: September 23, 2025
Newspaper notification published on: October 25, 2025
Radius notices mailed to properties within 300 feet on: October 29, 2025
Site posted notice on: October 29, 2025

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Attachments

Transportation Impact Analysis prepared by Erin Ralovo, dated October 30, 2025 – 9 pages
Traffic Impact Study prepared by BHC, Inc., dated October 24, 2025 – 40 pages
Preliminary Development Plan, revision dated October 30, 2025 – 33 pages

UDO Sections 5.650.A and 5.650.D – EnVision LS overlay allowable land uses
 Typical Commercial Building Elevations, uploaded August 11, 2025 – 3 pages
 Costco Color Renderings, Elevations and Floor Plan, dated August 8, 2025 – 13 pages
 Primary Monument Sign detail, dated August 7, 2025
 Apartment Elevations 1, dated August 8, 2025
 Apartment Elevations 2, dated August 8, 2025
 Townhome Elevations (concept only), dated August 8, 2025
 Preliminary Stormwater Detention Report prepared by CEC, Inc., uploaded October 14.
 2025 – 7 pages
 Neighborhood Meeting Summary – 5 pages
 Location Map

1. Project Data and Facts

Project Data	
Applicant/Status	East Village Investors, LLC/Applicant
Applicant's Representative	Matt Pennington
Location of Property	Approximately 130 gross acres generally located at the southeast corner of the intersection of US 50 Hwy and South M-291 Hwy
Size of Property	Phase 1: 22.47 acres – Lot 1 8.03 acres – Lot 2 7.50 acres – Lot 3 1.86 acres – Lot 4 1.69 acres – Lot 5 2.58 acres – Lot 6 1.37 acres – Lot 7 2.12 acres – Lot 8 1.23 acres – Lot 9 2.54 acres – Lot 10 3.28 acres – Lot 11 3.43 acres – Lot 12 2.50 acres – Lot 13 1.85 acres – Tract A 3.97 acres – Tract B <u>2.88 acres – Tract D</u> ±69.30 net acres – Phase 1 Phase 2 (concept only): 1.70 acres – Lot 14 (concept only) 1.48 acres – Lot 15 (concept only) 1.24 acres – Lot 16 (concept only) 2.72 acres – Lot 17 (concept only)

	1.11 acres – Lot 18 (concept only) 2.00 acres – Lot 19 (concept only) 7.96 acres – Lot 20 (concept only) 19.63 acres – Lot 21 (concept only) 1.31 acres – Lot 22 (concept only) 6.86 acres – Tract C (concept only) 0.22 acres – Tract E (concept only) 0.18 acres – Tract F (concept only) <u>1.06 acres – Tract G (concept only)</u> ±47.47 net acres – Phase 2 (concept only) ±116.77 total net acres (Phase 1 + Phase 2 concept)
Number of Lots	13 lots and 3 common area tracts – Phase 1 <u>9 lots and 4 common area tracts – Phase 2 (concept only)</u> 22 lots and 7 common area tracts (Phase 1 + Phase 2 concept)
Building Area	<u>Phase 1:</u> 161,662 sq. ft. – Lot 1 (big-box wholesale retailer) 7,020 sq. ft. – Lot 4 (restaurant) 7,020 sq. ft. – Lot 5 (restaurant) 8,380 sq. ft. – Lot 6 (restaurant) 2,700 sq. ft. – Lot 7 (drive-through restaurant) 7,020 sq. ft. – Lot 8 (restaurant) 2,700 sq. ft. – Lot 9 (drive-through restaurant) 7,020 sq. ft. – Lot 10 (restaurant) 14,600 sq. ft. – Lot 11 (retail) 0 sq. ft. – Lot 12 (park/open space) <u>7,640 sq. ft. – Lot 13 (restaurant)</u> 225,762 sq. ft. – Phase 1 <u>Phase 2 (concept only):</u> 3,000 sq. ft. – Lot 14 (drive-through restaurant – concept only) 3,000 sq. ft. – Lot 15 (drive-through restaurant – concept only) 2,700 sq. ft. – Lot 16 (drive-through restaurant – concept only) 7,020 sq. ft. – Lot 17 (restaurant – concept only) 2,700 sq. ft. – Lot 18 (drive-through restaurant – concept only) 3,000 sq. ft. – Lot 19 (drive-through restaurant – concept only) 0 sq. ft. – Lot 22 (park/open space – concept only) 21,420 sq. ft. – Phase 2 (concept only) 247,182 total sq. ft. (Phase 1 + Phase 2 concept)
FAR	<u>Phase 1:</u> 0.17 – Lot 1 (big-box warehouse retail) 0.09 – Lot 4 (restaurant) 0.10 – Lot 5 (restaurant) 0.08 – Lot 6 (restaurant) 0.04 – Lot 7 (drive-through restaurant) 0.07 – Lot 8 (restaurant)

	0.06 – Lot 9 (drive-through restaurant) 0.04 – Lot 10 (restaurant) 0.10 – Lot 11 (retail) 0.07 – Lot 13 (restaurant) <u>Phase 2 (concept only):</u> 0.04 – Lot 14 (drive-through restaurant – concept only) 0.05 – Lot 15 (drive-through restaurant – concept only) 0.05 – Lot 16 (drive-through restaurant – concept only) 0.07 – Lot 17 (restaurant – concept only) 0.06 – Lot 18 (drive-through restaurant – concept only) 0.03 – Lot 19 (drive-through restaurant – concept only)
Dwelling Units	<u>Phase 1:</u> 320 units – Lot 2 (apartments) 250 units – Lot 3 (apartments) 570 dwelling units – Phase 1 <u>Phase 2 (concept only):</u> 220 units – Lot 20 (residential – concept only) 100 units – Lot 21 (residential – concept only) 320 dwelling units – Phase 2 (concept only) 890 total dwelling units (Phase 1 + Phase 2 concept)
Zoning	PMIX (Planned Mixed Use) – Phase 1; and PI (Planned Industrial) – Phase 2 concept area (south of SE Bailey Rd)
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. <i>Duration of Validity:</i> 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 subject approximately 130-acre project site is primarily composed of undeveloped property and includes the existing site of Zoetis, Inc. located at the northeast corner of South M-291 Hwy and SE Bailey Rd.

Description of Applicant's Request

The applicant proposes an approximately 130-acre horizontal mixed-use development consisting of two (2) phases. SE Bailey Rd serves as the dividing line between the two (2) phases. East Village Phase 1

(located north of SE Bailey Rd) is composed of 13 lots and 3 common area tracts on approximately 77 gross acres with 225,762 sq. ft. of commercial development and 570 multi-family residential units. Phase 1 commercial development will be anchored by a big-box wholesale retailer (Costco) supported by a mix of retail, office and services uses. Development of Phase 1 includes removal and redevelopment of the existing Zoetis facility. Phase 1 is the focus of the subject preliminary development plan application.

The applicant requests modifications to the parking lot setback from the South M-291 Hwy right-of-way; parking light pole height; parking island landscaping; trash/recycling receptacle screening; and the EnVision LS development standards.

East Village Phase 2 (located south of SE Bailey Rd) is composed of 9 lots and 4 common area tracts on approximately 53 gross acres with 21,420 sq. ft. of commercial development and a mix of 320 multi-family and townhouse dwelling units. Phase 2 is shown on the subject development plan as a concept only for illustrative purposes and will be considered for approval under separate application (Appl. #PL2025-275) at a future date that is yet to be determined. The applicant has elected to break out consideration of East Village into two (2) phases that follow separate public hearing schedules due to the more imminent construction timeline of Phase 1 driven by the development of Costco.



Figure 1 - Site plan (Phase 1 north of SE Bailey Rd; Phase 2 south of Bailey Rd in hatched area)

2. Land Use

Description and Character of Surrounding Area

The overall East Village site constitutes approximately 130 gross acres generally bounded by US 50 Hwy to the north, Union Pacific Railroad to the east, South M-291 Hwy to the west and SE 16th St to the south. SE Bailey Rd divides Phase 1 to the north and Phase 2 to the south. The surrounding area is generally characterized by industrial uses to the east and south. Across South M-291 Hwy to the west is the Oldham Village development that is currently under construction. Across US 50 Hwy to the north is Harris Park and the southern gateway to downtown Lee's Summit.

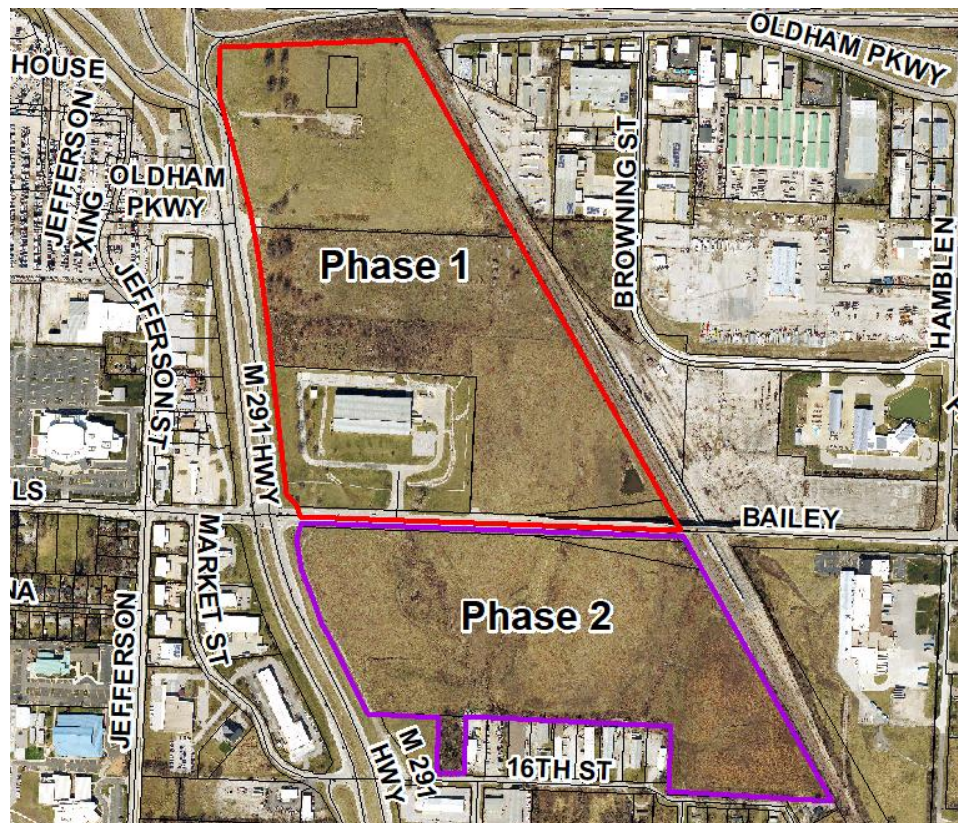


Figure 2 – East Village Phase 1 boundaries outlined in red. Phase 2 boundaries outlined in purple.

Adjacent Land Uses and Zoning

North (across US 50 Hwy):	Harris Park / AG (Agricultural)
South:	Industrial and single-family residential / PMIX and PI
East:	Industrial / PI
West (across South M-291 Hwy):	Single-family Residential and Pleasant Lea Park / R-1; and Future Oldham Village (under construction) / PMIX

Site Characteristics

The overall East Village site has frontage along US 50 Hwy to the north, South M-291 Hwy to the west and is crossed from east to west by SE Bailey Rd. A street stub for the extension of SE Oldham Pkwy into

the subject project site exists on the east side of the existing signalized intersection for SW Oldham Pkwy along South M-291 Hwy.

The site is undeveloped, except for the 15-acre Zoetis, Inc. facility located at the northeast corner of South M-291 Hwy and SE Bailey Rd. Access to the Zoetis facility is provided via a driveway along SE Bailey Rd. Topographically, the overall East Village site generally slopes from north to south.

Special Considerations

The project site is located within the boundaries of both the LS Arts and Entertainment Area of the EnVision LS overlay and the area identified in the map below as The Grove Area. The Grove Area is not part of the EnVision LS overlay. EnVision LS was established in 2017 to serve as a guide for redevelopment efforts of approximately 237 acres generally composed of the northwest, southwest and southeast quadrants of the US 50/South M-291 Hwy interchange. Property located within the overlay boundaries is subject to the list of land uses and development standards established under Article 5, Division VIII of the UDO, unless approved otherwise. The established range of uses allowed within the Arts and Entertainment subarea include, but are not limited to, all office, service and retail uses allowed by the right in the CP-2 zoning district and multi-family residential. The established development standards reflect urban-style design principles centered around compact, pedestrian-oriented design. The proposed development adheres to the allowable land uses within the overlay, but a modification is requested to the overlay development standards which will be addressed later in this report.



3. Project Proposal

Site Design – Phase 1

Land Use	
Impervious Coverage:	80% max.
Pervious:	20% min.
TOTAL	100%

Parking – Phase 1

Proposed		Required	
Total parking spaces proposed:	3146	Total parking spaces required:	2701
Parking Reduction requested?	No	Off-site Parking requested?	No

The amount of parking provided for East Village Phase 1 exceeds the minimum parking standards of the UDO. The minimum parking requirement for East Village Phase 1 was determined using a combination of the UDO standards for commercial uses found under UDO Section 8.530, Table 8-1 (i.e., 14 spaces per 1,000 sq. ft. for restaurant uses; and 5 spaces per 1,000 sq. ft. for retail uses) and the recommended parking ratio for low-rise multi-family apartments as published in the Institute of Transportation Engineers (ITE) Parking Generation Manual (i.e., 1.7 parking spaces per dwelling unit). The applicant actually exceeds the ITE's recommended parking ratio for the apartments by providing parking at a ratio of 1.75 parking spaces per dwelling unit. Approval of the subject preliminary development plan establishes the ITE parking ratio as the governing standard for apartments in the development. The same recommended ITE parking ratio has been approved and used for recent apartment projects throughout the city such as Elevate 114 in downtown and Trilogy located in Summit Orchards West.

Setbacks¹ (Perimeter) – Phase 1

Yard	Building / Parking Proposed
Front	15' (Building) / 20' (Parking) ²
Side	10' (Building) / 0' (Parking – interconnected); 6' (Parking – disconnected)
Rear	20' (Building) / 0' (Parking – interconnected); 6' (Parking – disconnected)

¹ – PMIX setback standards are established per approved plan.

² – Except that Lots 6-11 shall be allowed a minimum 10' parking lot setback from South M-291 Hwy right-of-way.

Structure(s) Design – Phase 1

Lot Number	Proposed Use	Proposed Building Height	Proposed Stories
1	Big box retailer	31'	1
2	Multi-Family	54' 9"	4
3	Multi-Family	62' 3"	4
4	Restaurant	24'	1
5	Restaurant	24'	1
6	Restaurant	24'	1
7	Drive-through restaurant	24'	1
8	Restaurant	24'	1
9	Drive-through restaurant	24'	1
10	Restaurant	24'	1
11	Retail	37'	1
12	Park/open space	N/A	N/A

13	Restaurant	24'	1
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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 project site is located within the LS Arts and Entertainment Area of the EnVision LS overlay. Said overlay and overlay sub-area do have pre-determined permitted land uses under UDO Section 5.650.A and Section 5.650.D that allow all office, retail and service uses allowed under the CP-2 zoning district, as well as multi-family residential. All of the proposed uses within the subject Phase 1 are allowed uses within the EnVision LS overlay.

Additionally, the applicant came before the City Council on July 1, 2025, seeking approval of an appeal to consider allowing certain prohibited uses within the boundaries of the EnVision LS Development Area overlay as part of a future preliminary development plan application for the subject East Village development project. Specifically, the applicant appealed the prohibition of automotive/truck related uses; retail – big box in excess of 80,000 sq. ft. on one level; car wash – indoor, outdoor or automated; day care facilities; and drive-through restaurants. On July 1, 2025, this appeal was granted by the City Council thereby making these uses now available and permitted within this subject area.

Neighborhood Meeting

The applicant hosted a neighborhood meeting from 6pm to 7pm at the Summit Park Church Ministry/Office Building (401 SW Oldham Pkwy) on September 18, 2025. Six (6) members of the public attended the meeting. City staff has not received any questions or comments from the public regarding the proposed development.

As described in the meeting notes from the applicant, discussion topics included the following:

- Fate of the Zoetis building;
- Project timeline;
- Utility and street improvements to 16th Street; and
- Impact on schools.

5. Comprehensive Plan

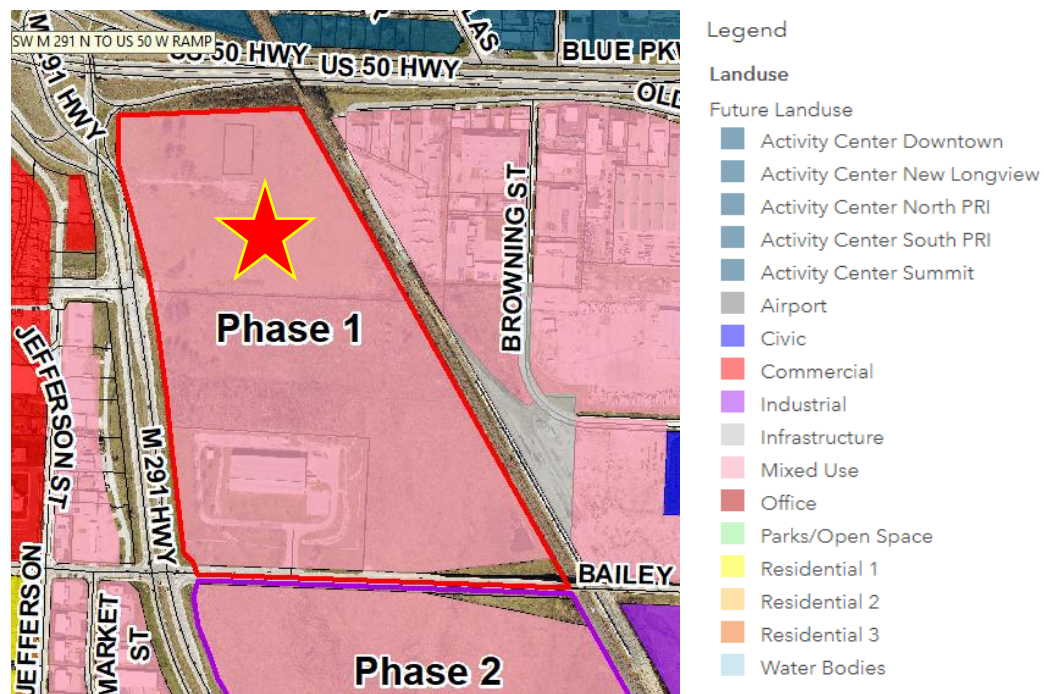
Focus Areas	Goals, Objectives & Policies
Strong Neighborhoods & Housing Choice	Objective: Increase business activity by designing mutually supportive neighborhoods.
Resilient Economy	Objective: Diversity Lee's Summit economy. Objective: Increase business retention and grow business activity.
Land Use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

Comprehensive Plan

The proposed commercial and multi-family residential uses are consistent with the Mixed-Use land use designation under the Ignite Comprehensive Plan for the project site. 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 East Village development will serve as a major commercial node at the intersection of US 50 Hwy and South M-291 Hwy offering a range of complementary retail and service uses to serve area travelers and residents.

Development of the subject project site as proposed is consistent with the Mixed-Use land use designation under the Ignite Comprehensive Plan. The location of the proposed commercial and residential uses at the intersection of major highway and commercial corridors is appropriate and compatible with area uses. Development and redevelopment of the site supports a healthy economic environment at a major commercial node by providing additional retail and service uses to area residents and travelers along the abutting highway corridors. The inclusion of a multi-family residential component in the East Village development brings additional rooftops to the area to help drive the economic engine needed to grow, support and retain business activity in the area.

Development and redevelopment opportunities on the subject site also support stated Ignite Comprehensive Plan goals and objectives that call for maximizing the use of existing infrastructure, services and amenities to increase efficiencies in said systems. The proposed development will tie into and extend existing area utilities found along the periphery of the site to serve the needs of the proposed commercial and residential users.



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 approved the establishment of 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.
- July 1, 2025 – The City Council approved an appeal (Appl. #PL2025-111) of prohibited uses in the EnVision LS Area Development Plan Area, to allow the following uses within the boundaries of the LS Arts and Entertainment Area: automotive/truck related uses; retail – big box in excess of 80,000 sq. ft. on one level; car wash – indoor, outdoor or automated; day care facilities; and drive-through restaurants.

Signage

The proposed development will be generally subject to the PMIX sign standards, except that the applicant seeks approval for three (3) oversized monument signs to serve as the shopping center's primary identification signage at the two entry points along South M-291 Hwy and at the northeast corner of the site facing US 50 Hwy. The applicant also seeks approval to allow a total of six (6) wall signs on the Costco building versus the standard three (3) wall signs for a single-tenant building. Save for the aforementioned signage requests, individual tenants shall otherwise comply with the PMIX sign standards but may submit for individualized sign package approvals under separate application as allowed by the UDO once individual tenants determine their respective signage needs.

The table below outlines the characteristics of the proposed monument signs that will provide primary identification for the center at the project's gateways.

Proposed Monument Signs – Primary Shopping Center Identification

Sign Type	Number of Signs	Sign Area	Sign Location	Max. Letter Height
Primary Identification Monument Signs	3	224 sq. ft. sign face area; and 312 sq. ft. overall sign structure area	Northeastern project boundary; Southeast corner of South M-291 Hwy and SE Oldham Pkwy; and Northeast corner of South M-291 Hwy and SE Bailey Rd	30' (Structure Height)

The applicant proposes an allowance for oversized monument signs, as described above, along its two highway frontages to provide a primary means of identification and wayfinding for the development near the intersection of two highways. The City Council relatively recently approved two (2) identical oversized signs for the Oldham Village development on the west side of South M-291 Hwy for the intersection of the South M-291 Hwy and SW Oldham Pkwy, and for the northwest boundary of the development facing US 50 Hwy. The City Council has also relatively recently approved two (2) oversized monument signs for a similar commercial development (Summit Orchards North) having a height of 45' and an overall sign structure size of 637.5 sq. ft. along the project site's I-470 highway frontage. Staff supports the applicant's proposal for taller and larger monument signs along the highway frontages as depicted below.

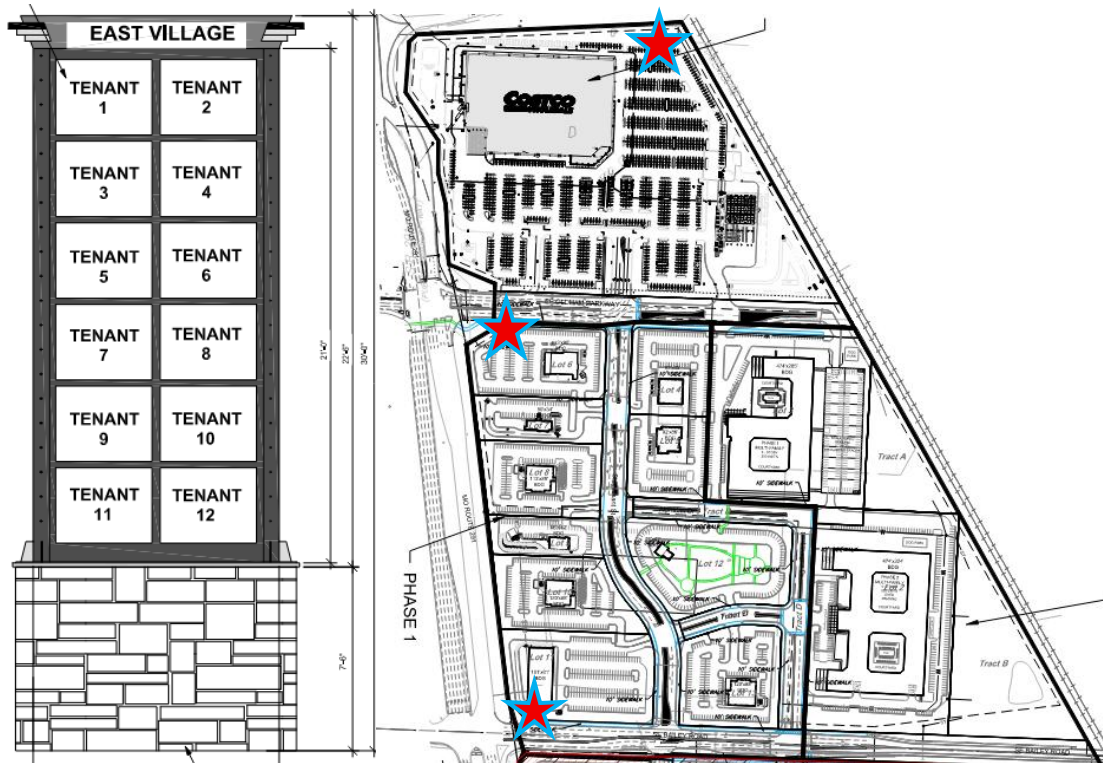


Figure 3 - Proposed monument sign locations.

The table below outlines the characteristics of the proposed wall signs for Costco on Lot 1.

Proposed Sign Standards – PMIX zoning district (Lot 1 -- Costco)

Sign Type	Number of Signs	Copy	Sign Area (10% max.)	Sign Location	Max. Letter Height
Wall signs	6	Costco	192 sq. ft. (5.4%)	Southeast Façade	5'
		Costco	290 sq. ft. (3.1%)	South Façade	6'
		Costco	290 sq. ft. (1.9%)	North Façade	6'
		Costco	290 sq. ft. (2.9%)	West Façade	6'
		Costco	290 sq. ft. (3.2%)	East Façade	6'
		Tire Center	31 sq. ft. (0.3%)	East Façade	1'-9"

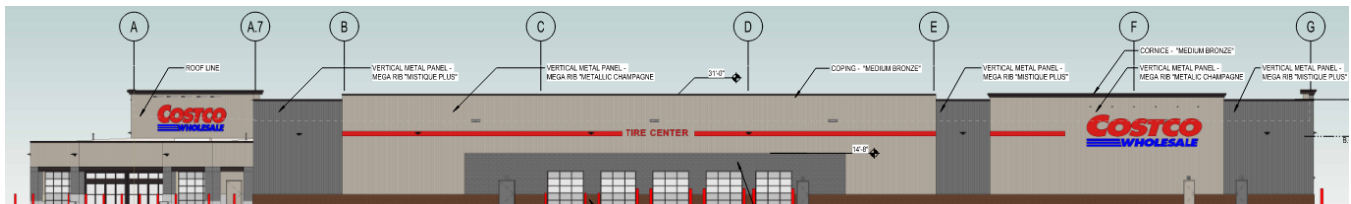


Figure 4 - Elevation showing wall signage (east and partial southeast façade)

The table below outlines the characteristics of the governing PMIX sign standards for Lots 2-13 of the proposed development.

Existing UDO Sign Standards – PMIX zoning district (Lots 2-13)

Sign Type	Number of Signs	Sign Area	Sign Location	Max. Height
Wall signs	3 per building (single-tenant bldg.); or 2 per tenant (multi-tenant bldg.)	10% max. of façade area	Any façade	6' (Letter Height)
Monument	1 per building	72 sq. ft. sign face; and 96 sq. ft. overall sign structure area	Private property	12' (Structure Height)

Compatibility

East Village Phase 1 is primarily composed of the former sites of Calmar (demolished around 2016), Pfizer manufacturing (demolished around 2007) and the existing Zoetis facility that make up approximately 77 gross acres at the southeast quadrant of the US 50 Hwy/South M-291 Hwy interchange. The interchange is an intersection of two major highways at the southern gateway to Lee's Summit historic downtown. The interchange is currently anchored by the Pine Tree Plaza shopping center and Harris Park at the northwest and northeast quadrants, respectively. Redevelopment of the former Adessa site at the southwest quadrant of the interchange is currently underway with Oldham Village, which has a similar horizontal mix of commercial and residential.

The proposed commercial uses that make up East Village Phase 1 are compatible and complementary with existing and future 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. Also, the proposed development's infusion of 570 multi-family dwelling units adds to the area's population base to create a mutually supportive environment between commercial and residential that fosters sustainable economic growth.

Architectural Review

From an aesthetic standpoint, the proposed development's general architectural style and material palette establishes a baseline from which individual users can draw upon to address their particular needs and preferences as individual lots develop. Generally speaking, the development's material palette includes: masonry, EIFS, wood composite, glass and architectural metal features. Typical building elevations have been provided for the commercial lots and apartment lots that make up Lots 2-13. No specific users have been identified to date for the commercial sites on Lots 2-13.



Figure 5 - Typical East Village Phase 1 commercial elevation example



Figure 6 - Typical East Village Phase 1 apartment example

Lot 1 of East Village Phase 1 is the proposed site of Costco. The applicant has provided colored renderings and colored elevations of the proposed building. The material palette for Costco includes architectural metal panels as the primary exterior material (85% usage), CMU (smooth and split face) and glazing. The applicant provided a breakdown on the material usage of the proposed Costco as shown below to serve as the material standard for building as part of the preliminary development plan approval.



Figure 7 - Rendering of proposed building

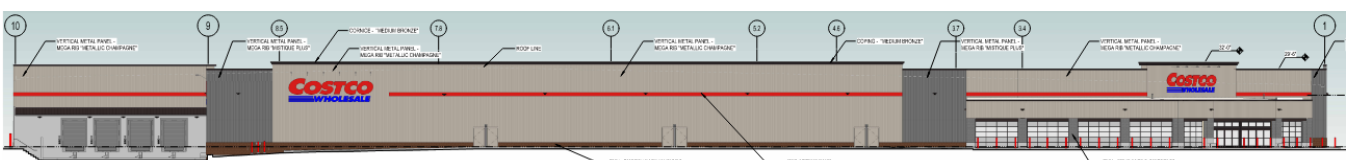


Figure 8 - South elevation of proposed building

MATERIAL PERCENTAGES

MATERIAL	ELEVATION					TOTAL
	SOUTH	EAST	NORTH	WEST	ENTRY	
VERTICAL RIBBED ARCHITECTURAL METAL PANEL "METALLIC CHAMPAGNE"	8,955 SF 65%	5,206 SF 57%	12,696 SF 83%	7,926 SF 74%	1,104 SF 57%	71 %
VERTICAL RIBBED ARCHITECTURAL METAL PANEL "MISTIQUE PLUS"	1,916 SF 14%	1,678 SF 18%	1,640 SF 11%	1,696 SF 21%		14 %
SMOOTH FACE CMU "AUTUMN"	588 SF 4%	829 SF 9%	825 SF 5%	412 SF 4%		5 %
SPLIT FACE CMU "LIMESTONE"	146 SF 1%	919 SF 10%		25 SF 0.2%	120 SF 6%	2 %
GLAZING	642 SF 5%	501 SF 5%			587 SF 30%	3 %

*CALCULATION DOES NOT INCLUDE EXTERIOR EGRESS DOORS

Figure 9 - Exterior material usage breakdown for Costco.

Adverse Impacts

The proposed development is not expected to detrimentally impact the surrounding area. The proposed East Village Phase 1 redevelops approximately 77 overall acres of historically industrial property at the southeast quadrant of the US 50 Hwy/South M-291 Hwy interchange with a horizontal mixed-use development composed of retail/service uses and multi-family. The proposed mixed-use development provides a transition from the adjacent highway interchange to existing industrial development to the east and south, and provides access to retail/service uses at the intersection of two major highway corridors and area residents.

Public and Private Infrastructure Services

The proposed development will not impede the normal and orderly development and improvement of the surrounding property. The subject property is a vacant site with access to existing area water and sanitary sewer that will be extended to serve the proposed development. Stormwater from the proposed development will be piped to multiple detention basins located at various locations throughout the site.

Traffic

A Traffic Impact Study (TIS) was prepared by BHC, Inc., evaluating the impact of the overall 130-acre East Village development on the area road network. The traffic study looked at each intersection for turn lane requirements based on roadway classification, operational capacity/queues, projected turning movements, and minimum standards in the Access Management Code. The available space and storage lengths were reviewed in coordination with the required turn lane lengths to provide recommendations for the subject development.

The study recommends construction of certain road improvements in a phased manner tied to sub-areas of the East Village development coming online. For the purposes of the TIS evaluation, the East Village development was divided into three (3) sub-areas. The northern sub-area (identified as Phase 1 in the TIS) lies north of the proposed SE Oldham Pkwy extension and is solely composed of the Costco site. The middle sub-area (identified as Phase 2 in the TIS) is composed of the area bordered by SE Oldham Pkwy on the north and SE Bailey Rd on the south. The southern sub-area (identified as Phase 3 in the TIS) is composed of the area bordered by SE Bailey Rd on the north and SE 16th St on the south. Generally speaking, road improvements to serve East Village will include, but are not limited to, the extension of SE Oldham Pkwy to serve as an east-west commercial collector street along the south side of Costco; construction of a north-south commercial collector street connecting SE Oldham Pkwy to SE Bailey Rd; construction of a north-south street connecting SE Bailey Rd to SE 16th St; signalized intersections along both SE Oldham Pkwy and SE Bailey; and turn lane improvements along SE Bailey Rd and M-291 Hwy. A full list of the specific road improvements are found in the TIS and Traffic Impact Analysis (TIA) prepared by staff and included as an attachment to the staff report.

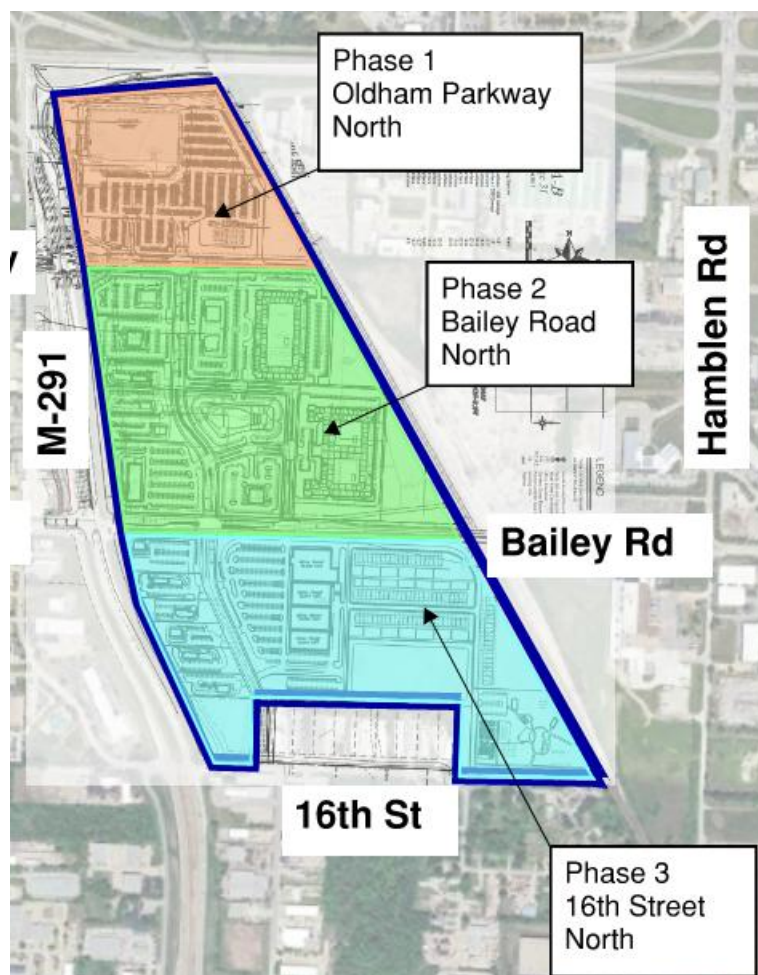


Figure 10 - Traffic Impact Study phase areas

Staff supports the recommended road improvements in the TIS, but has concerns over a proposed Right-in/Right-out/Left-in access point along SE Bailey Road at the intersection with the proposed north-south collector street (identified as Node 7 in the TIS). Striking a balance between the applicant's desire to proceed with Left-in capabilities at Node 7 against staff's concern with intersection functionality and safety, condition #4 in the TIA prepared by staff is crafted to offer the applicant two options for Node 7 as it relates to a Left-in. If the Left-in is constructed, the developer shall be required to escrow \$100,000 for a period of at least 10 years for the future reconstruction of the median to limit the intersection to Right-in/Right-out only, with the decision to limit access and drawn upon the escrow for median reconstruction to exclusively reside with the City Traffic Engineer. Alternatively, if no Left-in is constructed, the applicant is only required to submit updated plans reflecting the elimination of the Left-in at the time of permit review. The applicant has been apprised of condition #4 in the TIA and is amenable to it as a condition of approval to the subject preliminary development plan.



Figure 11 - Node 7 clouded in red

Staff recommends approval of the proposed preliminary development plan subject to the conditions noted in the TIA. Any recommended public improvements in the TIA shall be substantially completed prior to issuance of any occupancy permit associated with the phase of development described therein.

It should be noted that MoDOT had not completed their review of the traffic study and the improvements recommended therein as of the writing of this staff report. The developer shall be required to construct any improvements required by MoDOT. MoDOT may add or waive any public improvements tied to the MoDOT facilities or MoDOT right-of-way as owner of the state transportation facilities and state (MHTC) right-of-way.

Modifications

Parking Lot Setback (UDO Section 8.620.B.1). Staff has reviewed the request and supports the requested modification.

- Required – Minimum 20' setback from the right-of-way.
- Proposed – 10' along South M-291 Hwy for Lots 6-11
- Recommended – The areas with proposed reduced parking lot setbacks are along the South M-291 Hwy right of-way where there is an abundance of right-of-way width that provides ample separation between the parking lot boundaries and adjacent travel lanes. Along South M-291 Hwy, the proposed parking lot boundaries will maintain approximately 60' of separation. The proposed parking lots with reduced setbacks will maintain similar or greater separation from the adjacent travel lanes than a typical commercial site. Staff recommends approval of the modification request.

Parking Light Pole Height (UDO Section 8.250.D). Staff has reviewed the request and supports the requested modification.

- Required – Light fixtures that do not adjoin residential uses or districts shall not exceed a height of 28' above finished grade.
- Proposed – A light pole fixture height of 36'-6".
- Recommended – Costco's standard light pole height is 36'-6" to strike a balance between ensuring uniform and adequate lighting levels in their parking lots and reducing the number of overall pole lights needed to achieve desired light levels and coverage through added fixture height. The intent of the UDO's established 28' height maximum is to reduce light trespass onto adjacent properties. In this case, the Costco site (Lot 1) is fully bordered and separated from the rest of East Village and existing area development by highway and railroad right-of-way on three sides (US 50 Hwy to the north, South M-291 Hwy to the west, and Union Pacific Railroad to the east) and a future commercial collector street in SE Oldham Pkwy to the south. The spatial separation created between Lot 1 and surrounding development ensures that there will be no light trespass on adjacent properties from the requested increased pole heights. The photometric plan provided for the Costco site shows no greater than 0.5 foot-candles of illumination at the Costco property boundaries. As a point of comparison, 0.5 foot-candles is the maximum allowable light level allowed under the UDO from a non-residential use to a more sensitive residential use. Staff recommends approval of the modification request.

Landscaping – Parking Islands (UDO Section 8.810.A). Staff has reviewed the request and supports the requested modification.

- Required – Every four (4) rows of parking shall include a landscape island of at least ten (10) feet in width for the purpose of breaking up large expanses of parking lot hardscape with landscaping.
- Proposed – In lieu of longitudinal islands provided at every four (4) rows of parking on the Costco site (Lot 1), the applicant proposes the dispersal of additional smaller landscape islands in the parking lot and planting additional landscaping above the minimum City standard throughout the site.
- Recommended – Costco members typically purchase large quantities of bulky and heavy items. Longitudinal landscape islands in the Costco parking lot create barriers to members navigating the parking lot to transport their purchases to their vehicles. Desiring to meet the City's intent to break up the parking lot hardscape with landscaping islands while avoiding the creation of obstacles in the parking lot for their customers, the applicant instead proposes to exceed the

minimum parking lot landscaping requirements via the use of smaller landscape islands. The landscape plan for Costco shows that landscape islands will constitute 6.6% of the parking lot area versus the minimum standard of 5%. The applicant further proposes to provide landscaping around the site's perimeter that exceeds the site's overall landscape minimums. The amount of landscaping provided for the Costco site will exceed the minimum tree planting requirement by 41 and the minimum shrub planting requirement by 1,483. Staff recommends approval of the modification request.

Trash Enclosure Screening (UDO Section 8.110.C). Staff has reviewed the request and supports the requested modification.

- Required – Trash and recycling receptacles shall be opaquely screened on all sides by the use of a permanent enclosure constructed of masonry walls with gates and/or doors for access.
- Proposed – The trash and recycling receptacles located along the west side of the Costco building in the general vicinity of the dock area are proposed with no enclosure. In lieu of an enclosure to house the receptacles, a double-staggered row of evergreen trees and the use of evergreen shrubs along the west parking lot/drive aisle boundary parallel to the receptacles will be installed to screen the view of the receptacles from the South M-291 Hwy frontage.
- Recommended – The applicant's preferred practice for the Costco site is to provide additional evergreen landscape screening of dock areas and trash and recycling receptacle areas rather than constructing structural screens such as masonry walls in areas with high frequency of turning and backing movements by large vehicles (i.e., semis and trash trucks). Staff recommends approval of the modification request.

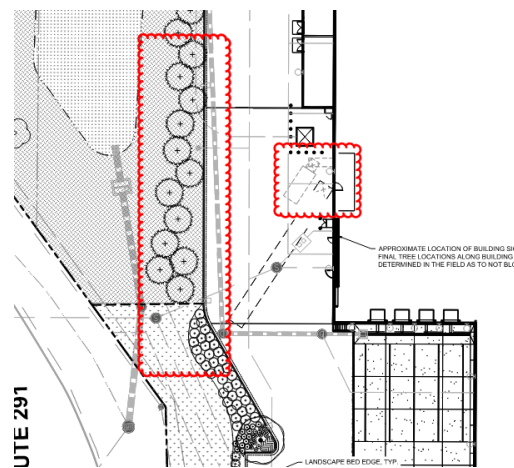


Figure 12 - Trash and recycling receptacle area with evergreen landscape screening.

EnVision LS Commercial Design Standards (UDO Section 5.640). Staff has reviewed the request and supports the requested modification.

- Required – Urban-style design principles centered around compact, pedestrian-oriented design with building placement/orientation that addresses active sidewalk areas. Additionally, requirement for consistent architectural theme that discourages corporate architecture.

- Proposed – Stand-alone and multi-tenant pad site development. No restriction against corporate architecture.
- Recommended – The EnVision LS Area Development Plan was approved and its development standards were established in 2016 and 2017, respectively, in association with a preliminary development plan for a 73-acre development known as The Grove for the southeast quadrant of US 50 Hwy/South M-291 Hwy. The Grove was a mixed-use development with an industrial/flex-tech component primarily located south of SE Bailey Rd and a vertical office/retail/residential mixed-use component located north of SE Bailey Rd. The Grove incorporated lifestyle/town center characteristics of pedestrian-oriented streetscapes, storefronts, plazas and green spaces. In an effort to create synergy between redevelopment efforts for the vacant southeast interchange quadrant (site of The Grove) and the vacant southwest interchange quadrant (site of the former Adesa Auto Auction), the City adopted the EnVision Design Standards with the vision of cohesive and complementary design anchoring development at the interchange. The subject site of Phase 1 of the proposed East Village redevelopment project includes the site of the original Grove proposal and remains undeveloped. The requested modifications to the EnVision LS commercial design standards are reflective of the market-driven site design and architectural needs of users that have evolved since adoption of the EnVision LS standards in 2017. This is evident by the fact that the subject site remains undeveloped and underutilized 8 years since the establishment of the overly district. The applicant's modification request is for the development to be subject to the City's general design standards of UDO Article 8 that are applied to commercial and residential developments across the city, in lieu of the EnVision LS design standards. Staff recommends approval of 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 minimum 20' parking lot setback from the South M-291 Hwy right-of-way, to allow parking lot setbacks of 10' along South M-291 Hwy for Lots 6-11.
2. A modification shall be granted to the maximum allowable 28' light pole fixture height, to allow a maximum light pole fixture height of 36'-6".
3. A modification shall be granted to the requirement that every four (4) rows of parking on the Costco site (Lot 1) shall include a longitudinal landscape island, to instead allow the dispersed use of smaller landscape islands as shown on the landscape plans included in the preliminary development plan.
4. A modification shall be granted to the trash and recycling receptacle screening requirement by a masonry enclosure, to allow screening via the planting of evergreen landscape screening as shown on the landscape plans included in the preliminary development plan in lieu of masonry enclosure screening.
5. A modification shall be granted to the EnVision LS overlay commercial design and architectural standards, to allow the proposed development to follow the standard design and architectural standards of Article

8 of the UDO.

6. Development of East Village Phase 1 shall be in accordance with the preliminary development plan dated October 30, 2025; typical commercial building elevations uploaded August 11, 2025; big-box warehouse retailer (Costco) building elevations dated August 8, 2025; and apartment elevations dated August 8, 2025.
7. Road improvements for East Village Phase 1 shall be constructed as recommended in the Transportation Impact Analysis prepared by City staff dated October 30, 2025.
8. Allowable land uses on the subject East Village Phase 1 property shall follow the EnVision LS permitted uses listed under UDO Section 5.560.A, 5.560.D (which include all office and retail uses permitted by right in the CP-2 zoning district under Table 6-1 of the UDO), and the following additional land uses for which an appeal to the EnVision LS land use regulations was previously granted by the City Council: automotive/truck-related uses; retail--big box in excess of 80,000 sq. ft. on one level; car washes; daycares; and drive-through restaurants.
9. Approval shall be granted for three (3) oversized, primary identification monument signs in East Village Phase 1 with an overall height of 30', 224 sq. ft. sign face area and 312 sq. ft. overall sign structure area to be located at the northeast project site boundary, the southeast corner of South M-291 Hwy/SE Oldham Pkwy, and the northeast corner of South M-291 Hwy/SE Bailey Rd as depicted on the preliminary development plan October 30, 2025, and monument sign detail dated August 7, 2025.
10. Approval shall be granted to allow six (6) wall signs on the Costco (Lot 1) building as depicted on the building elevations dated August 8, 2025. All other lots in East Village Phase 1 (Lots 2-13) shall be subject to the governing sign standards and allowances of the PMIX zoning district.

Standard Conditions of Approval

11. Sizing of water lines and sanitary sewer lines shall be determined during the final design stage.
12. Sanitary sewer line shall be extended along 16th St. so all businesses within Maddox Acres are able to be served with sanitary sewer service. A wye shall be installed for each business, with final connection to be made by the individual property owner.
13. 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.
14. 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).
15. 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.
16. 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.

17. If applicable, the applicant shall submit any U.S. Army Corps of Engineers permits prior to approval of any final design plans.
18. 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.
19. The installation of underground fuel storage tanks (UST's) shall comply with the 2018 International Fire Code and the requirements of the Missouri Department of Natural Resources.
20. IFC 507.1 - An approved water supply capable of supplying the required fire flow for fire protection shall be provided to premises upon which facilities, buildings or portions of buildings are hereafter constructed or moved into or within the jurisdiction.
21. IFC 903.3.7 - Fire department connections. The location of fire department connections shall be approved by the fire code official. Connections shall be a 4 inch Storz type fitting and located within 100 feet of a fire hydrant, or as approved by the code official.
All sprinklered buildings shall have a hydrant within 100 feet of the FDC.
22. IFC 507.5.1 - Where a portion of the facility or building hereafter constructed or moved into or within the jurisdiction is more than 300 feet from a hydrant on a fire apparatus access road, as measured by an approved route around the exterior of the facility or building, on-site fire hydrants and mains shall be provided where required by the fire code official.
Provide a public and private hydrant plan for the remainder of the project.
23. For access around the apartment buildings:
D105.1 Where required.
Where the vertical distance between the grade plane and the highest roof surface exceeds 30 feet (9144 mm), approved aerial fire apparatus access roads shall be provided. For purposes of this section, the highest roof surface shall be determined by measurement to the eave of a pitched roof, the intersection of the roof to the exterior wall, or the top of parapet walls, whichever is greater.
D105.2 Width.
Aerial fire apparatus access roads shall have a minimum unobstructed width of 26 feet (7925 mm), exclusive of shoulders, in the immediate vicinity of the building or portion thereof.
D105.3 Proximity to building.
One or more of the required access routes meeting this condition shall be located not less than 15 feet (4572 mm) and not greater than 30 feet (9144 mm) from the building, and shall be positioned parallel to one entire side of the building. The side of the building on which the aerial fire apparatus access road is positioned shall be approved by the fire code official.
Correct all applicable around the apartment buildings.
24. Provide new street names; Essex, Lake and Central are already used in other parts of the city. Correct SW Oldham Parkway to SE Oldham Pkwy.

25. 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.