

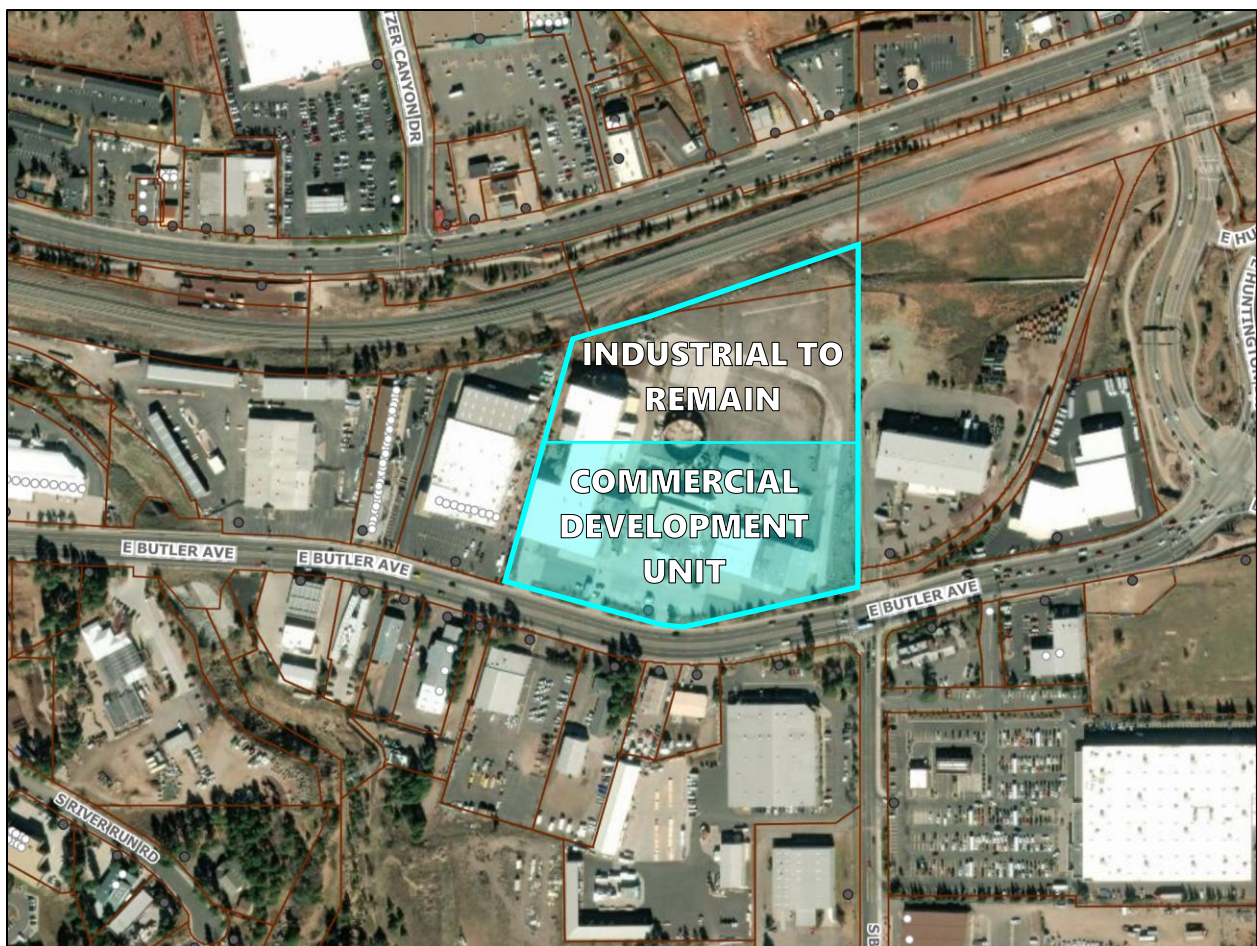
REICH BROS.

Conditional Use Permit—Project Narrative

1600 EAST BUTLER AVENUE

Revised: April 9, 2021

Introduction. Reich Brothers, LLC (“Reich Bros.”) owns the approximate 12.70 gross/net acres of property located at 1600 East Butler Avenue, also known as Coconino County Assessor Parcel Numbers 104-07-001C and -005M (“Overall Property”). This Conditional Use Permit application (“CUP” or “Application”) proposes to redevelop the south approximately 7.71 acres (“Commercial Development Unit”) of the Overall Property for “General Retail” and “Restaurant or Cafe” uses. See [Aerial Map](#). The Overall Property is zoned Light Industrial (LI) and is not subject to any zoning overlays. Existing improvements on the Overall Property include the former SCA tissue manufacturing facility, which closed in June 2017. The Property has remained vacant since.



Aerial Map

On November 16, 2020, City Staff issued IDS approval for Development Master Plan PZ-20-00071-02 for the Overall Property. The Development Master Plan represents the first level of preliminary master site planning for the redevelopment, as well as establishes the overall

REICH BROS.

Conditional Use Permit—Project Narrative

1600 EAST BUTLER AVENUE

Revised: April 8, 2021

project vision. On December 9, 2020, an informational presentation on the Development Master Plan was made to the Planning & Zoning Commission.

On November 16, 2020, City Staff issued IDS approval for Concept Plan Review PZ-20-00071-01 for the Commercial Development Unit. The Concept Plan Review application represents the second level of site planning for the Commercial Development Unit.

Site Plan Review PZ-20-00071-04 for the Overall Property has been resubmitted concurrently with this CUP.

Context. The Overall Property is an infill parcel surrounded by existing development on all sides. To the north is the BNSF rail line; to the east is City-owned and operated Material Recycling Facility zoned LI; to the south across Butler Avenue is a hardware store zoned LI-Open, and automotive repair shops, offices, and veterinary clinic, all zoned LI; to the west is GO AZ Motorcycles dealership zoned LI. Additionally, two BNSF rail spurs terminate on the Overall Property—one near the northwest corner; the other near the southeast corner on the Commercial Development Unit. (On December 1, 2020, Reich Bros. terminated the rail contract for the rail spur at the southeast corner.) Moving further outward, notable uses include Hensley Beverage Company to the east, Sam's Club to the southeast, and Central Arizona Supply, a plumbing showroom and warehouse, to the west.

Site Plan. The Site Plan has been designed such that it creates a unique sense of place and identity, and provides opportunities for pedestrian activity and social interaction, all within an integrated development plan. See [Site Plan](#).

The Commercial Development Unit is planned to include approximately 77,000 square-feet of building, which can accommodate a variety of general commercial/retail, restaurant, and/or service uses (+/- 22.8% lot coverage and 0.227 FAR, where 0.25 FAR is maximum—calculated based on 7.71 ac.). Specifically, an approximately 58,100 square-foot anchor building is planned at the southeast corner. This building will accommodate Kohl's, which will be relocating from its current location at 500 Forest Meadows. A freestanding, approximately 18,240 square-foot multi-tenant building capable of supporting a wide variety of uses is planned at the southwest corner. Importantly, both the anchor and multi-tenant buildings are purposely pushed up against the Butler Avenue frontage to activate the streetscape and provide for strong pedestrian and visual connections between the buildings, surrounding street frontage, and public civic and pedestrian-oriented spaces on the site. Additionally, the southernmost suite within the multi-tenant building provides an opportunity for a restaurant or coffee shop, with the potential for outdoor dining or similar opportunity, further activating the Butler Avenue

streetscape. Associated site improvements, such as hardscape, landscaping, parking, lighting, and infrastructure, will also be provided.

The Site Plan includes two landscaped pathways that extend from the Butler Avenue sidewalk to the entrances of the anchor and multi-tenant buildings, which are strategically oriented towards each other to create a visual and physical connection between the anchor building and the multi-tenant building. The pathways encourage and facilitate pedestrian and other alternative modes of transportation to the site. The on-site pedestrian network is further improved with pathways that extend from the anchor and multi-tenant buildings north to the future industrial/business park uses. The Commercial Development Unit is planned to include an expansive civic space spanning nearly the entire Butler Avenue frontage. This civic space will include a pedestrian pathway pulled back from the Butler Avenue frontage, along with landscaping and benches, all of which create an inviting experience for the public, pedestrians, and patrons.

The surface parking lot is intentionally set back from Butler Avenue behind the front façade of the buildings and will include decorative screen walls along the Butler Avenue frontage. The public civic space and landscape buffer along Butler Avenue will further ensure that the surface parking does not dominate the Butler Avenue streetscape. An enhanced, east-west pedestrian pathway extending through the central parking field, which physically and visually connects the anchor and multi-tenant buildings. This pathway will be raised (except at drive aisles) to create a safe crossing and include evenly spaced landscape islands to create a comfortable, shaded environment for pedestrians. In addition to providing on-site pedestrian connectivity between the anchor and multi-tenant buildings, the pathway, along with the parking lot landscape islands and end-caps, break-up the central parking field into smaller “sub” parking lots to avoid the appearance of a “sea” of surface parking.

Redevelopment will include the removal of the BNSF rail spur near the southeast corner of the Property, as it is located where the anchor tenant building is planned.

Architecture. The redevelopment of the Commercial Development Unit includes two buildings—the Kohl’s building and the multi-tenant building. The Kohl’s building features highly articulated pre-cast concrete panels. These will be plant-manufactured units, ensuring a high degree of quality and precision, including a visually pleasing pattern of articulation joints. Tops of the panels will be adorned with large overhanging coping elements to provide visual relief with shadowing at the wall tops. Two feature elements are included, one a building mass with high-quality architectural Nichiha panels with simulated wood finish; the second building mass-feature includes deeply recessed façade elements to provide smaller human scaled areas

REICH BROS.

Conditional Use Permit—Project Narrative

1600 EAST BUTLER AVENUE

Revised: April 8, 2021

of interest and shadowed areas to further break-up the facades. The large entry portal feature will draw focus on the front doors, which include doors oriented to the east/west pedestrian spine and to the south, clearly visible to pedestrians on Butler Avenue. A wainscot and feature walls are clad in simulated rubble stone to further enrich the exterior and provide the sense of a mass base. Exterior walls are broken into large massing elements, jogging both horizontally and vertically. Two types of parapet treatments are also planned, providing additional visual interest at the top of the building.

The multi-tenant building uses a similar color at the main field masonry walls to relate to the larger major retail building. It features a low curving roof that is freestanding in places and engaged with the building in others, providing significant interest and human scale for shoppers at the entry to the shops. The base for this element will be simulated dark rubble stone, similar to native Malpai. The curving form is a subtle reference and homage to the bow trusses used in the original manufacturing building at this site. The curving form is repeated at other feature windows, which are deeply recessed around the building. Each tenant space has a unique shape and mass visible at the front and echoed at the west façade, which is partially visible along Butler Avenue. The general color scheme will be warm dark gray with earth tones as accents that will relate well to the accent stone used throughout. The covered entrance element extends beyond the south building façade, creating a warm and welcoming sense for shoppers approaching from the Butler Avenue sidewalk or the civic space.

Access. Primary access to the Commercial Development Unit is planned via a new driveway located at the approximate mid-point of the Butler Avenue frontage. This driveway will include distinctive landscaping elements to clearly define it as a gateway into the center. The orientation of the buildings, enhanced landscaping, and project and/or wayfinding signage will help direct motorists. A new, second point of access is planned at Babbitt Drive, which is currently used by the City recycling facility to the east. It is planned that this new point of access will be improved from one northbound thru lane, one southbound left turn lane, and one southbound thru lane to a signalized one northbound thru lane, two southbound left turn lanes, and one southbound thru lane. The dual southbound left turn lanes are anticipated to provide 100 FT of queueing each. Most vehicles accessing the commercial buildings will likely use one of these two driveways on Butler Avenue. A third point of access off of Butler Avenue is provided via an existing driveway at the southwest corner of the Property. This point of access is intended for access to the future industrial/business park uses. Reich Bros. has and will continue to work with City Staff to coordinate shared access with the City recycling facility, including to obtain any necessary easement(s) and/or permit(s).

Phasing. The Commercial Development Unit may be constructed in one or more phases. It is anticipated that Phase I of the development will include the anchor building together with the necessary on- and off-site work (landscaping, parking, infrastructure, civic space, etc.). Phase I may also include the multi-tenant building together with the necessary site work. Alternatively, the multi-tenant building may be constructed as Phase II or as market conditions warrant. Improvements to the Commercial Development Unit will include extending two water stubs, a sewer stub, and a gas stub to the future industrial/business park area. (The north 4.99 acres being maintained for future industrial/business park uses are intended to be developed in a future phase(s). Specific plans and construction documents for each phase will be processed for review and approval by the City to ensure proper and orderly development.

* * *

Compatibility. The Zoning Code promotes development that reinforces the character of the neighborhoods, districts, and corridors of the City. Compatibility is important to ensure that the characteristics of different uses, activities, and designs allow them to be located near or adjacent to each other in a harmonious manner—this development proposal recognizes this and has been designed to take into account several factors that are unique to the Overall Property and surrounding area. Pursuant to Section 10-30.60.050, the following basic design elements should be considered when accessing compatibility of a new development, which is subject to approval of a conditional use permit:

Patterns of Development. *Patterns of development include characteristics such as streetscape, site relationships, signage, and landscape features.*

Properties along this segment of Butler Avenue have been developed and redeveloped over the years under different Zoning Codes and requirements, which has resulted in the Butler Avenue streetscape lacking a consistent development pattern and streetscape character. The buildings are largely comprised of pre-engineered metal structures (many of which do not comply with the current Site Planning Design Standards), with some block buildings; a disparity of site relationships, including setbacks and parking; a variety of landscape, plantings, and setbacks; various forms and styles of building and ground mounted signage; and no street furnishings. Specific to the Overall Property, there are 10 different buildings, which were constructed over the course of nearly 50 years, all with different architectural styles, building forms, materials, colors, etc. There is no consistent or established pattern of development, character, or design continuity on the Overall Property or within the surrounding area. Approval of this CUP will replace the existing mismatch of structures on the Overall Property with

two new commercial buildings that will include uniform architectural details, colors, and materials, establishing a new standard for development along this segment of Butler Avenue.

The Site Plan also includes a number of strategic design features and elements to ensure compatibility with the north 4.99 acres of the Overall Property not subject to this CUP. First, a wide, east-west landscape buffer spans the north side of the Commercial Development Unit (where it meets the remaining 5 industrial acres), which will include trees, shrubs, and groundcover. Second, the buildings have been purposely “sited” closest to Butler Avenue and oriented towards one another to physically and visually separate the future industrial use and recycling facility from patrons of the Commercial Development Unit. Third, the new driveway along Butler Avenue provides patrons of the Commercial Development Unit convenient and efficient access to the site while separating commercial traffic from industrial traffic, which will utilize driveways at the southeast and southwest corners of the site.

The thoughtful design of the site plan and the cohesive, unified development theme, which includes common architectural details, colors, and materials; landscaping intended to compliment the variety of plantings in the surrounding area; an expansive public open space with pedestrian amenities and enhanced landscaping; and signage, which will take its design queues from the planned buildings, ensure compatibility between the Commercial Development Unit and other uses and activities along Butler Avenue.

Scale. Scale refers to similar or harmonious proportions, especially overall height and width, but also includes the visual intensity of the development, building massing, and the shapes and sizes of the various design elements, such as windows and doors.

The current Butler Avenue streetscape is a mixture of commercial and retail, industrial, service, and restaurant uses, with a variety of heights, proportions, and mass. The proposed anchor and multi-tenant buildings have been sensitively designed and “sited” to respect the scale, height, proportions, and mass of these other uses.

This Application recognizes that the overall existing height of a resource is critical to prevent new work from dominating existing work. Accordingly, both the anchor and multi-tenant buildings are planned to be 30-feet, which is consistent with, if not less than, the building height on adjoining properties, and significantly less than the 60-feet permitted by-right in the ‘underlying’ LI zoning district. Additionally, the anchor and

multi-tenant buildings are planned to include architectural elements like vertical and horizontal articulation to further visually reduce the perceived height and scale of the buildings.

Traditional structures commonly have established proportions for various parts of the structure and for the arrangement of the parts; however, the majority of the structures, including those existing on the Overall Property, along this segment of Butler Avenue lack proportion, as they are pre-engineered “boxes” or square block buildings. This Application introduces two new buildings that incorporate a higher level of architecture, design, and quality of materials. The buildings integrate into the existing context of the surrounding area through the use of textures, materials, details, colors, and other architectural elements. Special attention has been given to the Butler Avenue facades, which include overhanging coping elements to provide visual relief with shadowing at the wall tops, a visually pleasing pattern of articulation joints, high-quality architectural Nichiha panels with simulated wood finish, deeply recessed façade elements to provide smaller human scaled areas of interest and shadowed areas, a large portal entry feature that draws focus to the front doors, wainscot, and feature walls clad in simulated rubble stone to further enrich the exterior and provide the sense of a mass base.

Additionally, this Application effectively breaks up the massing of the building, which, importantly, establishes a human scale along Butler Avenue, as well as on-site. The aforementioned architectural elements, along with the “jog” of the horizontal building plane, break up the massing of the planned anchor building into smaller sub-volumes, to ensure it is compatible with the scale, proportion, and mass of surrounding buildings.

Continuity. Continuity encompasses patterns of development and scale, but also characteristics such as site development, building forms, textures, materials, details, and colors.

Existing development along Butler Avenue, including that currently on the Overall Property, includes a wide range of older developments, few of which comply with the current Site Plan Design Standards in the Zoning Code. Due to the age and non-conformance of these structures, there is no continuity or design theme along this segment of Butler Avenue. Approval of this CUP will replace the existing mismatch of structures, building forms, and architectural styles on the site with two new commercial buildings that will include uniform architectural details, colors, materials, and textures, and similar building forms.

In addition to the two buildings, site development of the Commercial Development Unit will include paving and parking, convenient and safe pedestrian access on-site and to/from the Butler Avenue street frontage, public civic space with pedestrian pathways, peripheral and buffer landscaping, hardscape, screen walls, lighting, and signage. Improvements also include installing a new detached sidewalk, with a landscaped parkway, to promote pedestrian connectivity and improve comfort. These site development improvements are compatible with and an improvement of that currently on the Overall Property and properties in the surrounding area.

Building forms, including roof forms, commonly have some variation; however, the majority of structures along this segment of Butler Avenue are pre-engineered “boxes” or square block buildings. The proposed buildings have been designed to include building forms that comply with the Site Planning Design Standards and Architectural Design Standards, including the use of building materials (primary and secondary), placement of building materials, building mass and scale, textures, horizontal and vertical shadow lines, and architectural elements. Additionally, the Site Plan includes building forward design with parking areas located to the side and rear of the buildings, streetscape, public civic space, signage, and landscaping. The redevelopment of the Property will be a significant improvement to the Property.

* * *

Findings for a Conditional Use Permit. Pursuant to Section 10-20.40.050.E of the Zoning Code, a Conditional Use Permit may be approved upon making the following findings:

Finding No. 1: This CUP is consistent with the goals and objectives of the Zoning Code and the purpose of the LI zoning district.

The Zoning Code states, “The Light Industrial (LI) zone applies to areas of the City appropriate for clean and quiet industries **in proximity to commercial development**, including manufacturing, warehousing, and related uses . . . The LI zone establishes a transitional area between commercial and heavy industrial areas; while at the same time it is applied to areas of the City as a freestanding industrial zone.” [Emphasis added.]

The LI zone allows for commercial, retail, and service uses with approval of a Conditional Use Permit. The primary reasons for the Conditional Use Permit is to protect the uses that are allowed by-right in the LI zone, which may be incompatible with the general commercial, retail, and services uses. Existing surrounding uses include other commercial, general retail, office,

restaurant, and service uses, which are consistent in intensity and nature with this CUP. Approval of this CUP will not be detrimental to or incompatible with the uses that are allowed by-right in the LI zone.

Additionally, the site plan includes a number of strategic design features and elements to provide proper transition away from the north 4.99 acres of the Overall Property not subject to this CUP. First, a wide, east-west landscape buffer spans the north side of the Commercial Development Unit (where it meets the remaining 5 industrial acres), which will include trees, shrubs, and groundcover. Second, the buildings have been purposely “sited” closest to Butler Avenue and oriented towards one another to physically and visually separate the future industrial use and recycling facility from patrons of the Commercial Development Unit. Third, the new driveway along Butler Avenue provides patrons of the Commercial Development Unit convenient and efficient access to the site, while separating commercial traffic from industrial traffic, which will utilize driveways at the southeast and southwest corners of the site.

Finding No. 2: This CUP will not be detrimental to the public health, safety, or welfare.

The development will be permitted and constructed in accordance with all applicable City Code and Ordinances. The existing surrounding commercial, general retail, office, restaurant, and service uses have proven not to be detrimental to the public health, safety, or welfare. **The addition of “General Retail” and “Restaurant or Café” uses within the Commercial Development Unit are consistent in intensity and nature with these other surrounding uses. Accordingly, the proposed CUP will also not be detrimental to the public health, safety, or welfare.**

Finding No. 3: This CUP and the proposed uses are compatible with the types of uses permitted in the surrounding area. Additionally, this CUP satisfies Section 10-20.40.050.E.3 of the Zoning Code.

Access and Traffic; Pedestrian, Bicycle, and Vehicular Circulation. Reich Bros. prepared a Traffic Impact Analysis which determined that the proposed development will have not change the levels of service on the surrounding intersections and road networks. Butler Avenue, a major east-west thoroughfare in the City, has sufficient capacity to support the proposed uses.

Primary access to the Commercial Development Unit is planned via a new driveway at located at the approximate mid-point along Butler Avenue. A westbound (right turn) deceleration lane is planned at this driveway to further improve safety and turning efficiencies along Butler Avenue.

Secondary access to the Commercial Development Unit is planned at Babbitt Drive. It is anticipated that this new point of access will be improved from one northbound thru lane, one southbound left turn lane, and one southbound thru lane to a signalized one northbound thru lane, two southbound left turn lanes, and one southbound thru lane. The dual southbound left turn lanes are anticipated to provide 100 FT of queueing each. Reich Bros. has and will continue to work with City Staff to coordinate this access point, including to obtain any necessary easement(s) and/or permit(s).

A third point of access off of Butler Avenue is provided via an existing driveway at the southwest corner of the Overall Property. This point of access is intended for use by industrial traffic to separate it from commercial traffic, so as to avoid any conflicts.

On-site parking has been designed to comply with all applicable City Codes and Ordinances.

The existing pedestrian/bicycle network along the Butler Avenue frontage is limited to a narrow, attached sidewalk. **This development proposal includes a significant improvement to the pedestrian/bicycle network.** Reich Bros. is proposing a new, detached sidewalk, with ample landscaping on both sides to create a comfortable pedestrian experience. Reich Bros. will be the first to feature a detached sidewalk with landscaping in this area. Additionally, a meandering pedestrian pathway, along with landscaping, is planned within the public civic space along the Butler Avenue frontage, providing patrons direct and convenient access to and from the commercial uses. The on-site pedestrian/bicycle network is further improved with pathways that extend between the two buildings. Collectively, these improvements encourage and facilitate pedestrian and other alternative modes of transportation to the site.

- a. Adequacy of Site/Open Space/Resource Protections. **This development proposal provides more than 8% public civic space conveniently located along the Butler Avenue frontage.** This expansive civic space spans nearly the entire Butler Avenue frontage, with a maximum depth of approximately 90-feet. This civic space will include a pedestrian pathway pulled back from the Butler Avenue frontage, along with landscaping (trees, shrubs, grass), and benches, all of which create an inviting

experience for the public, pedestrians, and patrons. The proposed site plan complies with all other applicable LI development standards, including open space/common area, building and landscape setbacks, building height, floor area ratio, and parking requirements.

The Property is not located within the Resource Protection Overlay.

- b. Noise, Light, and Other Pollutants. The Property was historically used as an industrial paper manufacturing along a rail line. **The proposed “General Retail” and “Restaurant or Cafe” uses are less intense than the former industrial paper manufacturing facility, and will not cause an increase noise, light, or other pollutants into the area or that beyond ambient conditions.** The proposed uses are consistent with other uses in the surrounding area.
- c. Style and Siting of Structures and Relationship to Surrounding Neighborhood. **The proposed buildings have been designed in accordance with the Site Planning Design Standards in the Zoning Code.**

Existing development along Butler Avenue, including that currently on the overall Property, includes a wide range of older developments, few of which comply with the current Site Plan Design Standards in the Zoning Code. Due to the age and non-conformance of these structures, there is no continuity or design theme along this segment of Butler Avenue. Approval of this CUP will replace the existing mismatch of structures on the site with two new commercial buildings that will include uniform architectural details, colors, and materials, establishing a new standard for development along this segment of Butler Avenue. This development proposal complies with all current Zoning Code requirements, including building forward design with parking areas located to the side and rear of the buildings, streetscape, public civic space, signage, and landscaping.

The proposed “General Retail” and “Restaurant or Café” uses and associated buildings are compatible both with the mixture of commercial, general retail, office, restaurant, service, and light industrial uses in the surrounding area. The current Butler Avenue streetscape is a mixture of pre-engineered structures, such as Ken’s Auto Repair and Emergency Veterinary Clinic, and retail buildings, such as Taco Bell and Sonic to the south along Butler Avenue. The planned multi-tenant building relates to the size of these structures in both height and proportion. The Butler Avenue streetscape also includes larger retail or industrial type structures, such as HomCo Lumber & Hardware, Sam’s Club, Northland Motor Sports Facility, and the city recycling facility. The planned

anchor building is consistent in scale, height, proportions, and massing. The planned building façade includes numerous architectural details, such as offsets; multiple, high-quality materials and colors; and pedestrian-oriented glass and awnings along the streetscape. **The style and siting of the structures are a significant improvement to the streetscape and are compatible with the pattern of development along this segment of Butler Avenue.**

- d. Landscaping and Screening. The Commercial Development Unit is planned to be landscaped and screened in accordance with all applicable City Codes and Ordinances. The site plan provides for an expansive landscaped public civic space along the Butler Avenue frontage, landscaping throughout the parking area, as well as other peripheral and buffer landscaping, further ensuring a proper land use transition between the commercial and industrial uses on-site, as well as with adjoining properties. Decorative screen walls, designed to match the building materials of the proposed structures, are provided along the Butler Avenue frontage, so that parking is screened from public view.
- e. Impact on Public Utilities. This CUP has no impact on utilities.
- f. Outdoor Lighting and Signage. The site plan and building elevations provide for parking lot and building mounted signage. **All lighting will be designed to comply with all applicable City Codes and Ordinances to prevent light “spill” onto adjoining properties and the surrounding area.**

Signage will be processed under separate permit and be designed to comply with all applicable City Codes and Ordinances.

- g. Dedication and Development of Streets. It is anticipated that a right-of-way and/or other dedication may be made along Butler Avenue to accommodate the westbound (right turn) deceleration lane, as well as a future Mountain Line bus stop. Additionally, Reich Bros. is proposing to improve Babbitt Drive to a signalized one northbound thru lane, two southbound left turn lanes, and one southbound thru lane, further improving the surrounding road network.

No other dedications or improvements are planned.

- h. Impacts on Historical, Prehistoric, or Natural Resources. This CUP has no impacts on historical, prehistoric, or natural resources.

REICH BROS.

Conditional Use Permit—Project Narrative

1600 EAST BUTLER AVENUE

Revised: April 8, 2021

On November 18, 2020, the Heritage Preservation Commission accepted a Phase I—Cultural Resource Study for the Overall Property in application no. PZ-20-00071-03. Additionally, Reich Bros. has agreed to publish a version of the study for the public.

A State registered Structural Engineer was retained to review the existing buildings for structural integrity, usability and reusability, and overall state of their integrity and longevity. During the investigation period, numerous areas of significant structural concerns were identified and documented, including: (1) floor, wall, and ceiling concrete delamination (the separation of concrete layers, resulting in an unbonded concrete layer); (2) failing exterior walls; (3) floor and roof fissures; (4) and overall failures of the existing concrete structures. Much of these structural failures and concerns are attributed to the nature of the paper milling operation—the use of chemicals, high-levels of humidity—to the extent that the existing buildings are worn to the point of *significant* concern, such that safety is concerning. Inasmuch, during salvage operations, the rollers for the paper process were removed, sections of the floor structure around caved in, leaving entire holes in the floor systems below a 12-foot fall to the basement below. In the basement, as well as elsewhere in the buildings, concrete beams with exposed, rotting rebar that have failed over time have been identified. The buildings are not usable.

The Property is not located within the Resource Protection Overlay.