



# ZONING EXAMINER

## REPORT TO MAYOR AND COUNCIL

November 6, 2015

**C9-15-06 Banner – University Medical Center PAD**  
**Public Hearing: October 22, 2015**

### **BACKGROUND**

This is a request by Jim Portner of Projects International, Inc. on behalf of the applicant, Banner Health, to rezone approximately 33 acres from R-1, R-2, NR-1, and C-1 to Planned Area Development (PAD) zoning. The rezoning site is located on the west side of Campbell Avenue approximately one-half mile north of Speedway Boulevard. The rezoning site generally corresponds to the area identified on the University of Arizona 2009 Campus Comprehensive Plan as the Arizona Health Services Center and University Medical Center.

Land use policy direction for this area is provided by the *University Area Plan*, the *Jefferson Park Neighborhood Plan*, and *Plan Tucson*.

### **PUBLIC HEARING SUMMARY (Minutes Attached)**

Glenn Moyer, Planning and Development Services Department, presented the staff report with a recommendation for approval. Mr. Moyer also commented that six written approvals and five written protests were received. Additional protests were submitted during the hearing. Jim Portner and Keri Silvyn, the applicant's agents, presented the rezoning request.

### **FINDINGS OF FACT**

This is a request by Jim Portner of Projects International, Inc. on behalf of the applicant, Banner Health, to rezone approximately 33 acres from R-1, R-2, NR-1, and C-1 to Planned Area Development (PAD) zoning. The PAD property known as Banner-University Medical Center (BUMC) is presently being leased by Banner Health from the Arizona Board of Regents (ABOR) pending ownership transfer. The rezoning site is located on the west side of Campbell Avenue approximately one-half mile north of Speedway Boulevard. The rezoning site generally corresponds to the area identified on the University of Arizona 2009 Campus Comprehensive Plan as the Arizona Health Services Center and University Medical Center. The existing hospital has been operating since the 1960s, with a variety of expansions over the years, including the Diamond Children's Medical Center. As described in the PAD document, Banner Health will continue operating the existing hospital (700,000 square feet of gross floor area), while also proceeding with a phased redevelopment program for the medical campus that includes the construction of a new hospital facility.

The rezoning site lies directly south of the Jefferson Park neighborhood. To the west are maintenance buildings of the University of Arizona and the North University neighborhood. To the south is the Arizona Health Services campus and University of

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Arizona campus. Across Campbell Avenue, to the east, are the Blenman Elm and Catalina Vista neighborhoods.

A comprehensive traffic analysis has been prepared for the PAD District. The traffic analysis was based upon, and updates a prior traffic study prepared for the entire AHSC campus in December 2012. The present analysis considers the future PAD District development, the adjacent AHSC campus and the planned private mixed-use projects at the northwest corner of Speedway/Campbell intersection. An expanded and improved main campus entry and exit will be established at the existing signalized intersection of Campbell Avenue and Elm Street, with improvements to this entrance and to the existing on-site North Ring Road. Continuous east-west traffic movement will be provided from the entrance of the Diamond Children Medical Center to the new Banner-UMC hospital and bed tower with their north oriented entrances. The Elm Street exit at Campbell will feature a three-lane cross-section comprised of a dedicated left-turn lane, a combined left-turn/through lane, and a dedicated right-turn lane. Bicycle circulation will be improved through a shared-use path and by providing new bike routes with striped shoulders along substantial segments of the Ring Road. Pedestrian circulation and connectivity will be improved through and within the PAD District, with improved access from the north into the site directing users to improved and new pedestrian sidewalks. The Pima Association of Governments - Transportation Planning Division (PAG-TPD) estimates that the proposed development will generate 6,095 vehicle trips per day.

The redevelopment of the Banner-University Medical Center is proposed through two phases. Phase 1 proposes the construction of approximately 700,000 square feet of new hospital / bed tower that will replace a portion of the existing UMC Hospital facility. Phase 1 will bring the total building area of the medical campus to approximately 1.4 million square feet, with a total of 661 beds (183 of which constitute replacement beds for the existing hospital and 155 of which represent additional new beds). The new hospital main lobby entrance will be oriented northward off of Elm Street and will feature a new 200-space visitor surface parking lot. Phase 2 includes an addition of a second bed tower (approximately 355,000 square feet and an additional 168 beds) to the Phase 1 hospital facility. Phase 1 the PAD's development program will include two new helipads on the roof-top of the new hospital's Phase 1 bed tower. These helipads will serve as the primary facilities for incoming and outgoing helicopter flights. The existing helipads atop Diamond Children Medical Center will remain in place to be used only when emergency or special circumstances preclude the use of the new helipads atop Phase 1 bed tower. At completion of the Phase 2 construction, the medical campus will have more than 1.8 million square feet of medical facilities and approximately 800 beds. The original UMC Hospital building will be repurposed for administrative and office functions.

Land use policy direction for this area is provided by the *University Area Plan*, the *Jefferson Park Neighborhood Plan*, and *Plan Tucson*. The rezoning site is located within a campus area as identified on the Future Growth Scenario Map of *Plan Tucson*. Campus areas include and surround large master-planned educational, medical, or business facilities. A fully-realized campus area serves the local workforce and student population and includes a range of housing, a variety of retail opportunities, and convenient transit

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options. Campus areas often accommodate businesses that are the spin-off of economic development opportunities generated by the primary employers. Existing examples include the University of Arizona, Pima Community College, Tucson Medical Center, Saint Joseph's Hospital, Saint Mary's Hospital, University Physicians Hospital, and the Veterans Affairs Medical Center.

*Plan Tucson* supports redevelopment that provides sensitive design that protects the integrity of existing neighborhoods, complements adjacent land uses, and enhances the overall function and visual quality of the street, adjacent properties, and the community. The *University Area Plan* and the *Jefferson Park Neighborhood Plan* both recognize the University of Arizona and the University Medical Center as part of the UA Campus Comprehensive Plan. The *UAP* identifies UAMC/Arizona Health Services Center on its maps and policies, recognizes the role of public and semi-public uses, and encourages the development of these uses in a manner which is compatible with the character and quality of University Area neighborhoods. The *Jefferson Park Neighborhood Plan* identifies the "green southern edge" of the Jefferson Park neighborhood as proposed in both the UA Campus Comprehensive Plan and the proposed PAD document. The request to rezone in order to redevelop a 'Campus Area' is consistent with applicable plan policy direction found in *Plan Tucson*, the *University Area Plan*, and the *Jefferson Park Neighborhood Plan*.

The Unified Development Code (UDC) base zoning for the BUMC PAD is OCR-2 (Office, Commercial, Residential), the PAD document contains specific modifications to the permitted uses (which includes prohibiting uses that are not supportive or appropriate for major medical use, i.e. animal service, billboards, general manufacturing) and development standards that are essential to the proper functioning and operation a major medical use. The BUMC PAD property is also subject to a separate Declaration of Easements, Covenants and Restrictions between Banner Health and the University of Arizona in that the PAD site shall generally be used only for the delivery of health care and/or wellness services. The new hospital and future parking structures will be integrated into the existing campus both aesthetically and functionally. Maximum building height of the new hospital and associated bed towers will be 185 feet. The minimum building setbacks shall be at least 20 feet from the exterior of the PAD boundary, along with other specialized setbacks as detailed in the PAD. Setback for new occupied buildings and structures will be a minimum 250 feet from the northern boundary adjacent to the Jefferson Park neighborhood. Setbacks from the Loading Dock area will be a minimum 100 feet from the west PAD boundary.

All new development within the PAD District will provide visual unification with the existing campus elements. Design guidelines will provide for the use of consistent building materials, colors, massing, and scale. Mechanical equipment for new buildings shall be screened from view. Building fenestration shall be minimized or shaded on the south, east and west facades to reduce sun exposure. The PAD document provides a design matrix that shows design conformance and consistency with design standards established in the UA Comprehensive Campus Plan and the City of Tucson's University Area Plan.

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The master drainage plan for BUMC PAD is designed to improve and properly accommodate the capture and conveyance of stormwater run-off with the PAD property and reduce the concentrated 100-year stormwater flows that exit the PAD site and discharge into the Jefferson Park neighborhood. In meeting these objectives the applicant proposes new on-site facilities, and more specifically proposes a surface retention/detention facility integrated into a North Green buffer along the PAD District's northern shared boundary with the Jefferson Park neighborhood. The North Green will include at a minimum, the following landscape amenities: pathways (6-foot pedestrian path and 10-foot urban trail connection for bikes and pedestrians), benches, tables, and shade structures. The PAD District is expected to meet or exceed UDC base performance criteria, with certain modifications of UDC requirements where existing site conditions and specialized design criteria for medical facilities necessitate design flexibility. Trees will be placed appropriately to provide shade for pedestrians and low water-use irrigation system will be utilized for all landscape areas.

The PAD District proposes new landscape borders and screening for the adjoining Jefferson Park residential uses to the north, an eastern street landscape border along Campbell Avenue, and landscape enhancement integrated where possible along the North Ring Road. Given existing AHSC medical campus facilities and UA operations and maintenance facilities along the immediate west and south boundaries, no interior landscape borders or perimeters are required. Landscaping will be integrated into parking areas to reduce heat island effects, but planting areas are allowed to deviate from planting ratio and distance from a parking space so as not to undermine effective security lighting, required video monitoring, or the general health and safety of visitors, patients, and staff. Given the PAD District is primarily a redevelopment of an existing campus, the PAD District will implement rainwater harvesting when possible in areas with the capability to integrate such features, while it is understood that these rainwater harvesting elements may or may not meet the expected percentage of supplemental irrigation per the UDC.

**CONCLUSION**

The proposed PAD is consistent with and supported by *Plan Tucson*, the *University Area Plan*, the *Jefferson Park Neighborhood Plan*, and the applicable provisions of the *Unified Development Code*.

**RECOMMENDATION**

The Zoning Examiner recommends approval of PAD zoning.

Respectfully Submitted,



Linus Kafka  
Zoning Examiner

**ATTACHMENTS:**

- Public Hearing Minutes
- Rezoning Staff Report



# MEMORANDUM

DATE: October 7, 2015  
For October 22, 2015 Hearing

TO: Linus Kafka  
Zoning Examiner

FROM: Jim Mazzocco, Interim Director  
Planning & Development Services  
Director

SUBJECT: REZONING; PLANNING & DEVELOPMENT SERVICES REPORT  
C9-15-06 Banner-University Medical Center PAD – Campbell Avenue  
R-1, R-2, NR-2, C-1 to PAD zone (Ward 3 and 6)

**Issue** – This is a request by Jim Portner of Projects International, Inc. on behalf of the applicant, Banner Health, to rezone approximately 33 acres from R-1, R-2, NR-1, and C-1 to Planned Area Development (PAD) zoning. The PAD property (now known as Banner-University Medical Center (BUMC)) is presently being leased by Banner Health from the Arizona Board of Regents (ABOR). ABOR's ownership currently exempts the property from local zoning requirements. Once ownership of the property is transferred to Banner Health (which will occur following the effective date of the requested PAD zoning), the site will be subject to local zoning requirements, necessitating the subject rezoning request. The rezoning site is located on the west side of Campbell Avenue approximately one-half mile north of Speedway Boulevard (see Case Location Map). The rezoning site is generally the northern portion of the medical/educational uses identified on the University of Arizona 2009 Campus Comprehensive Plan as the Arizona Health Services Center and University Medical Center.

The term "PAD" is used to refer to both the subject property and the document that provides land use regulations for the subject property. As described in the PAD document, Banner Health will continue operating the existing hospital (700,000 square feet of gross floor area), while also proceeding with a significant phased redevelopment program for the medical campus that includes the construction of an entirely new hospital facility.

**Planning & Development Services Recommendation** – The Planning & Development Services Department recommends approval of Planned Area Development (PAD) zoning.

## **Background Information**

**Existing Land Use:** Hospital and medical campus

## **Surrounding Zones and Land Uses:**

North: Zoned NR-1 and NR-2; single-family residential

South: Zoned R-1 and R-2; University of Arizona

East: Zoned R-1, R-2 and R-3; single-family residence and religious uses  
West: Zoned R-2; University of Arizona and single-family residential

Previous Cases on the Property: None

Related Cases:

C9-04-23 UMC North – Campbell Avenue, R-2 and O-3 to PAD: On September 13, 2005 Mayor and Council adopted Ordinance No. 10197 rezoning approximately 16.4 acres located at the intersection of Campbell Avenue and Allen Road from R-2 and O-3 to PAD-11 zoning. The PAD proposed to develop a medical treatment campus for outpatient cancer treatment, and related medical and residential services, with twelve buildings, varying in height from 45 to 75 feet tall including four parking structures on 16.4 acres. Ordinance 10197 was effectuated on October 14, 2005.

C9-09-02 Kino Health Campus – Ajo Way and Country Club Road P-I/R-1 to PAD: On April 27, 2010, Mayor and Council adopted Ordinance No. 10782 rezoning approximately 184 acres located at the southwest corner of Ajo Way and Country Club Drive from P-I and R-1 to PAD-18 zoning. The PAD proposed a healthcare workforce development campus, comprised of existing hospital and supporting uses (including an existing helicopter pad), other major medical services, office, education and research facilities, long-term care facilities and possible residential uses. Ordinance 10782 was effectuated on May 28, 2010.

Applicant's Request – "Banner-University Medical Center (BUMC); redevelopment of existing hospital and medical campus."

Planning Considerations – Land use policy direction for this area is provided by the *University Area Plan*, the *Jefferson Park Neighborhood Plan*, and *Plan Tucson*. The rezoning site is located within a campus area as identified on the Future Growth Scenario Map of *Plan Tucson*. Campus areas include and surround large master-planned educational, medical, or business facilities. A fully-realized campus area serves the local workforce and student population and includes a range of housing, a variety of retail opportunities, and convenient transit options. Campus areas often accommodate businesses that are the spin-off of economic development opportunities generated by the primary employers. Existing examples include the University of Arizona, Pima Community College, Tucson Medical Center, Saint Joseph's Hospital, Saint Mary's Hospital, University Physicians Hospital, and the Veterans Affairs Medical Center

*Plan Tucson* supports redevelopment that provides sensitive design that protects the integrity of existing neighborhoods, complements adjacent land uses, and enhances the overall function and visual quality of the street, adjacent properties, and the community. The *University Area Plan (UAP)* and the *Jefferson Park Neighborhood Plan (JPNP)* both recognize the University of Arizona and the University Medical Center as part of the UA Campus Comprehensive Plan. The *UAP* identifies UAMC/Arizona Health Services Center on its maps and policies, recognizing the

important role of public and semi-public uses, and encourages the development of these uses in a manner which is compatible with the character and quality of University Area neighborhoods. The *JPNP* reflects in its Plan the “green southern edge” along the southern edge of the Jefferson Park neighborhood as proposed in both the UA Campus Comprehensive Plan and the proposed PAD document. The Banner Health request to rezone to PAD in order to redevelop a ‘Campus Area’ is consistent with applicable plan policy direction found in *Plan Tucson*, the *University Area Plan*, and the *Jefferson Park Neighborhood Plan*.

The Banner-University Medical Center PAD is located approximately a half mile north of the Speedway Boulevard and Campbell Avenue intersection on the west side of Campbell Avenue, with the original hospital dating back to the 1960’s. The subject parcel lies directly south of the Jefferson Park neighborhood and to the immediate west are various UA Facilities Management and maintenance buildings, and further west is the North University neighborhood. Immediately adjacent and south is the Arizona Health Services Campus and the University of Arizona campus. To the east across Campbell Avenue are the established neighborhoods of Blenman Elm and Catalina Vista.

The Pima Association of Governments – Transportation Planning Division (PAG-TPD) estimates that the proposed development will generate 6,095 vehicle trips per day. Field inspection by staff indicates there are currently no billboards on the site.

### **Design Considerations**

**Land Use Compatibility** – The redevelopment of the Banner-University Medical Center is proposed through two phases. In general, Phase 1 of the PAD’s site redevelopment proposes the construction of approximately 700,000 square feet of new hospital / bed tower that will replace a portion of the existing UMC Hospital facility. Phase 1 will bring the total building area of the medical campus to approximately 1.4 million square feet, with a total of 661 beds (183 of which constitute replacement beds for the existing hospital and 155 of which represent additional new beds). The new hospital main lobby entrance will be oriented northward off of Elm Street and will feature a new 200-space visitor surface parking lot. Phase 2 includes an addition of a second bed tower (approximately 355,000 square feet and an additional 168 beds) to the Phase 1 hospital facility. At completion of the Phase 2 construction, the medical campus is estimated to have more than 1.8 million square feet of medical facilities and approximately 800 beds. The original UMC Hospital 201 building will be repurposed for various hospital administrative and other office functions. With Phase 1 the PAD’s development program will include two new helipads on the roof-top of the new hospital’s Phase 1 bed tower. These helipads will serve as the primary facilities for incoming and outgoing helicopter flights. The existing helipads atop Diamond Children Medical Center will remain in place to be used only when emergency or special circumstances preclude the use of the new helipads atop Phase 1 bed tower.

The Unified Development Code (UDC) base zoning for the BUMC PAD is OCR-2 (Office, Commercial, Residential), the PAD document contains specific modifications to the permitted uses (which includes prohibiting uses that are not supportive or appropriate for major medical

use, i.e. animal service, billboards, general manufacturing) and development standards that are essential to the proper functioning and operation a major medical use. The BUMC PAD property is also subject to a separate Declaration of Easements, Covenants and Restrictions between Banner Health and the University of Arizona in that the PAD site shall generally be used only for the delivery of health care and/or wellness services. The new hospital and future parking structures will be integrated into the existing campus both aesthetically and functionally. Maximum building height of the new hospital and associated bed towers will be 185 feet. The minimum building setbacks shall be at least 20 feet from the exterior of the PAD boundary, along with other specialized setbacks as detailed in the PAD. Setback for new occupied buildings and structures will be a minimum 250 feet from the northern boundary adjacent to the Jefferson Park neighborhood. Setbacks from the Loading Dock area will be a minimum 100 feet from the west PAD boundary.

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Drainage/Landscaping – The master drainage plan for BUMC PAD focuses on two primary objectives: 1) improve and properly accommodate the capture and conveyance of stormwater run-off with the PAD property, and; 2) reduce the concentrated 100-year stormwater flows that exit the PAD site and discharge into the Jefferson Park neighborhood. In meeting these objectives the applicant proposes new on-site facilities, and more specifically proposes a surface retention/detention facility integrated into the North Green buffer along the PAD District's northern shared boundary with the Jefferson Park neighborhood. The North Green buffer is a feature that is designed to be a multi-use retention/detention basin as well as serve as buffer. The North Green will include at a minimum, the following landscape amenities: pathways (6-foot pedestrian path and 10-foot urban trail connection for bikes and pedestrians), benches, tables, and shade structures. The PAD District is expected to meet or exceed the following UDC base performance criteria, with certain modifications of UDC requirements where existing site conditions and specialized design criteria for medical facilities necessitate design flexibility. Trees will be placed appropriately to provide shade for pedestrians; low water-use irrigation system will be utilized for all landscape areas. The PAD District proposes new landscape borders and screening for the adjoining Jefferson Park residential uses to the north, an eastern street landscape border along Campbell Avenue, and landscape enhancement integrated where possible along the North Ring Road. Given existing AHSC medical campus facilities and UA operations and maintenance facilities along the immediate west and south boundaries, no interior landscape borders or perimeters are required. Landscaping will be integrated into parking areas to reduce

heat island effects, but planting areas are allowed to deviate from planting ratio and distance from a parking space so as not to undermine effective security lighting, required video monitoring, or the general health and safety of visitors, patients, and staff. Given the PAD District is primarily a redevelopment of an existing campus, the PAD District will implement rainwater harvesting when possible in areas with the capability to integrate such features, while it is understood that these rainwater harvesting elements may or may not meet the expected percentage of supplemental irrigation per the UDC.

Road Improvements/Vehicular Access/Circulation – A comprehensive Traffic Analysis has been prepared for this PAD District and is included in Appendix B. This Traffic Analysis was based upon, and updates a prior traffic study prepared for the entire AHSC campus in December 2012. The present analysis considers the future PAD District development, the adjacent AHSC campus and the planned private mixed-use projects at the northwest corner of Speedway/Campbell intersection. An expanded and improved main campus entry and exit will be established at the existing signalized intersection of Campbell Avenue and Elm Street, with significant improvements made not only to this entrance but to the existing on-site North Ring Road so as to provide continuous east-west traffic movement from the entrance of the Diamond Children Medical Center and to the new Banner-UMC hospital and bed tower with their north oriented entrances. The Elm Street exit at Campbell will feature a three-lane cross-section comprised of a dedicated left-turn lane, a combined left-turn/through lane, and a dedicated right-turn lane. Bicycle circulation will be improved through a shared-use path through the North Green and by providing new bike routes with striped shoulders along substantial segments of the Ring Road. Pedestrian circulation and connectivity will be improved through and within the PAD District, Exhibit 40 in the PAD document outlines the proposed on-site pedestrian circulation which includes an improved access from the north into the site through the North Green directing users to improved and new pedestrian sidewalks.

Conclusion – Health Care and hospital campuses comprise a unique set of land uses that require a custom-written framework of development standards, operational parameters and design guidelines that only a PAD zone can provide. The existing medical campus site is zoned R-1 and R-2, with neither of these zones permitting the existing hospital use. But Arizona Board of Regents (ABOR) ownership and operation as a teaching hospital has allowed the medical center to be operated under the sovereign immunity/governmental exemption from zoning. However, with Banner's formal acquisition of the 33-acre medical center campus the government exemption will no longer apply. The PAD rezoning will bring the medical center in conformance with the Unified Development Code (UDC).

The proposed rezoning request is consistent with, and supported by *Plan Tucson*, the *University Area Plan*, and the *Jefferson Park Neighborhood Plan*, all of which recognize the existing hospital land use for this site. Approval of the requested Banner-University Medical Center Planned Area Development zoning is appropriate.