



# City of Phoenix

PLANNING AND DEVELOPMENT DEPARTMENT

## Staff Report: Z-95-16-8 February 13, 2017

**Central City Village Planning Committee Meeting Date** February 13, 2017

**Planning Commission Hearing Date** March 2, 2017

**Request From:** C-2 (4.01 Acres) and C-2 SP (0.26 Acres)

**Request To:** C-2 HR (4.01 Acres) and C-2 HR SP (0.26 Acres)

**Proposed Use** Commercial, hospital

**Location** Southeast corner of 10th Street and Willetta Street

**Applicant** Steve Eiss/Banner Health

**Representative** Ray Brown/HKS Architects

**Owner** Banner Health

**Staff Recommendation** Approval subject to stipulations

General Plan Conformity			
<b>General Plan Land Use Designation</b>		Commercial	
<b>Street Map Classification</b>	Willetta Street	Private	NA
	10 <sup>th</sup> Street	Private	NA
	Culver Street	Private	NA
<p><b>CORES, CENTERS &amp; CORRIDORS; LAND USE AND DESIGN PRINCIPLES; LAND USE PRINCIPLE:</b> <i>Locate land uses with the greatest height and most intense uses within village cores, centers and corridors based on village character, land use needs and transportation system capacity.</i></p> <p>A High Rise designation for this medical center site is appropriate given its location on the McDowell Road/I-10 corridor. The greater medical center campus has high rise buildings and its proximity to Interstate 10 offers excellent transportation system capacity.</p>			
<p><b>COMPLETE STREETS; LAND USE AND DESIGN PRINCIPLES; DESIGN:</b> <i>In order to balance a more sustainable transportation system, development should be designed to include increased amenities for transit, pedestrians and bicyclists such as shade, water, seating, bus shelters, wider sidewalks, bike racks, pedestrian scale lighting and way-finding.</i></p> <p>The applicant will be installing a two-way cycle track on 10th Street from the Interstate 10 pedestrian/bicycle bridge crossing north to Willetta Street. The cycle track will assist in separating truck traffic for the support services building from bicycle traffic utilizing this portion</p>			

of the City's bicycle network. The future parking structure will provide secured bicycle parking for employees as well.

**STRENGTHEN OUR LOCAL ECONOMY; JOB CREATION (EMPLOYERS); LAND USE AND DESIGN PRINCIPLE: Support necessary changes to land use and zoning in and around bio-medical clusters.**

The request for change of zoning at this location is supported as the Banner - University Medical Center Phoenix is a long standing bio-medical cluster and is appropriately located between the McDowell Road and Interstate 10 corridors.

**Applicable Plans and Principles**

Good Samaritan Area Redevelopment Plan – see background item 3 below.

Bicycle Master Plan – see background item 6 below.

Tree and Shade Master Plan – see background item 7 below.

**Surrounding Land Uses/Zoning**

	<u>Land Use</u>	<u>Zoning</u>
<b>On Site</b>	Commercial, office	C-2, C-2 SP
<b>North</b>	Commercial, hospital	C-2
<b>South</b>	Transportation, I-10 Interstate	C-2
<b>East</b>	Commercial, surface parking	C-2, C-2 SP
<b>West</b>	Commercial, medical office	C-2

**C-2 (Intermediate Commercial)**

*\*if variance required*

<u>Standards</u>	<u>Requirements</u>	<u>Provisions on the Proposed Site Plan</u>
<i>Building Setbacks</i>		
Street	35 feet minimum	Unknown
Not adjacent to a street	0 feet (adjacent C-2) 0 feet (adjacent C-2)	
<i>Landscape Setbacks</i>		
	Minimum five times the width of the front yard measured in square feet	Unknown
Lot Coverage	Maximum 50%	Met - 33.9%
Building Height	Maximum 250 feet	Met - Varies: 34 to 66 feet
Off-Street Parking	2913 spaces required (whole 48 acre campus)	Met – 3639 (whole 48 acre campus)

### Background/Issues/Analysis

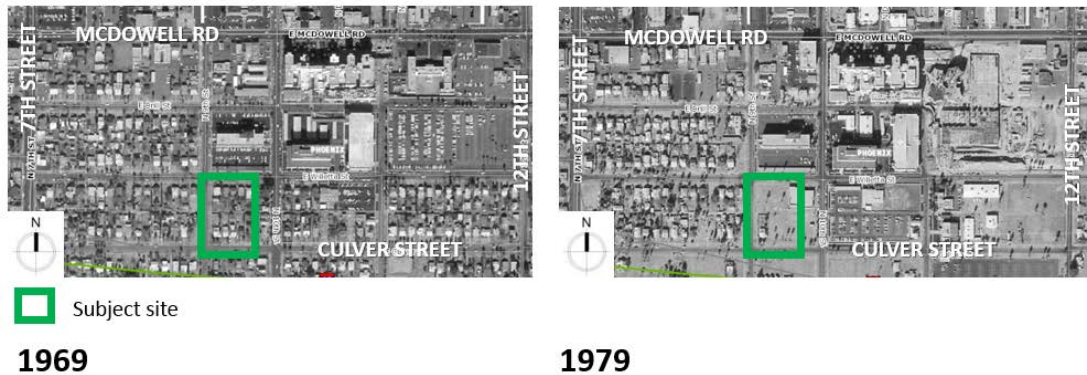
1. This is a request to rezone 4.27 acres from C-2 (Intermediate Commercial) and C-2 SP (Intermediate Commercial Special Permit) to C-2 HR and C-2 HR SP to allow construction of facilities in support of the Banner - University Medical Center Phoenix. The site is located at the southeast corner of 10th Street and Willetta Street and is part of a larger medical campus. The function of the building to be constructed on the site will be twofold. The



Source: HKS

- The building will house support services for the campus. The landing pad for the helicopter will be on the roof and this area will have a direct connection across Willetta Street to the medical center's emergency room. A later phase of construction will be a six story parking garage adjacent to 10th Street for employees of the medical center. At this location 10th Street ends in a cul-de-sac which connects to a bicycle/pedestrian bridge crossing of the Interstate 10 freeway.
2. Historically, Phoenix has tended to cluster approvals for High Rise zoning in the downtown, Village Cores and along the Central Avenue corridor north of downtown. An exception has been for hospitals, whose infrastructure needs are for multi-level structures located throughout the city, not necessarily in a Village Core. The Banner – University Medical Center Phoenix is not in a Village Core, however it is a large campus on the McDowell Road/I-10 corridor and is already developed with several high rise buildings. The size of the campus and its proximity to two major transportation corridors mitigate any negative effects that entitlement to High Rise building height might have to surrounding properties.

- In 1969 the hospital uses were concentrated along the McDowell Road corridor between 9th and 12th Streets, while residential neighborhoods existed south of Willetta Street. By 1979, many of the homes had been acquired, demolished and buildings housing medical supporting uses had been constructed. Additionally, homes had been acquired south of Culver Street in anticipation of construction of Interstate 10.



 Subject site

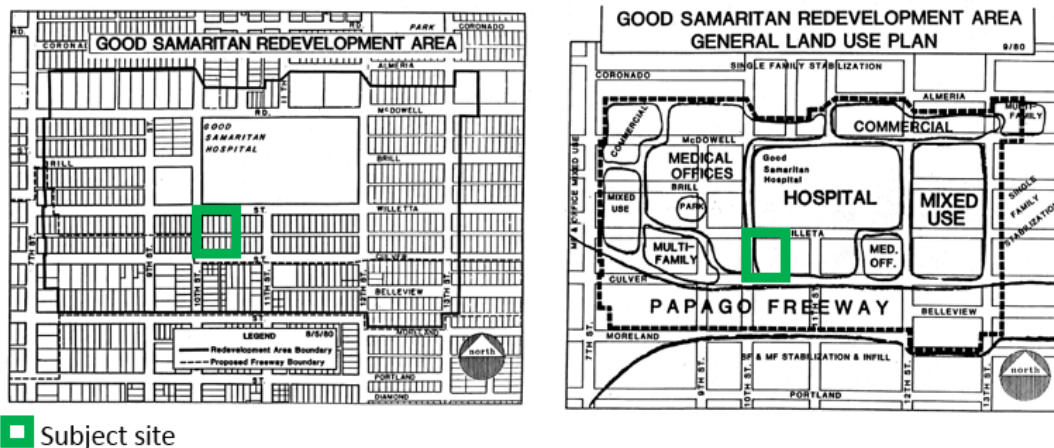
1969

1979

**7th Street to 12th Street/McDowell Road to Culver Street**

Source: Maricopa County Historical Aerial Photography

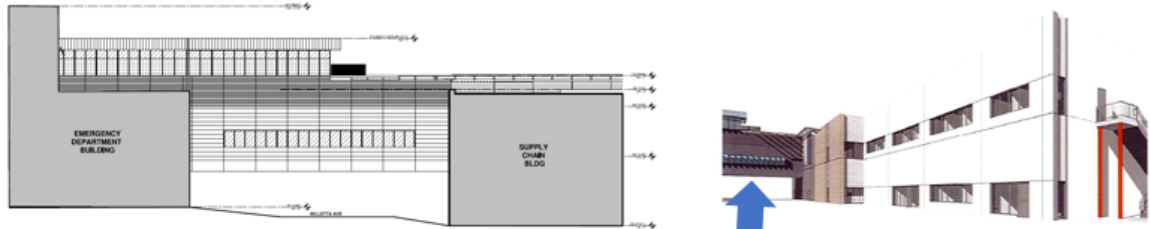
- On September 30, 1980, the City Council adopted the Good Samaritan Area Redevelopment Plan. The plan explains its purpose was to provide an “opportunity to remove deteriorated and obsolete houses and blighting influences to stabilize this area while providing an expanded source of jobs.” The General Land Use Plan within the Redevelopment Plan shows the subject site as serving the main (Good Samaritan) hospital. This request is consistent with the vision and goals of the Plan.



 Subject site

Source: Good Samaritan Area Redevelopment Plan, 1980

- The designed height of the support services (supply chain) building is generally consistent with the height limitation of the C-2 district (30 feet), however the finished floor elevation of this building must match the finished floor elevation of the new Emergency Department trauma bridge, which is six feet higher. Additionally, the remainder of the site is planned for a six-story parking structure, therefore necessitating the request for the High Rise designation.

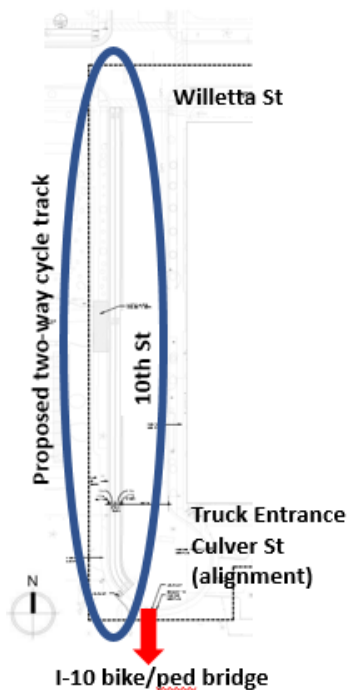


Source: HKS

Bridge from helipad to  
 Emergency Department

*The Emergency Department building has a finished floor elevation six feet higher than the support services/supply chain building (subject site).*

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The support services building will generate significant truck traffic associated with deliveries for the campus and the entry point for the trucks is at the southwest corner of the site. There is a bicycle and pedestrian bridge at the southwest corner of the site which connects 10th Street across the Interstate 10 freeway. In order to address concerns regarding conflicts between the trucks and movement for bicycles, a cycle track design has been proposed to delineate a specified route for bicyclists. This two-way cycle track will be installed adjacent to the west curb of 10th Street and extend from the pedestrian bridge sidewalk to Willetta Street. The applicant will work with the City of Phoenix Bicycle Coordinator to determine the final design of the cycle track, including a striping transition from the sidewalk to the cycle track. When a future rezoning case is processed for the campus area to the north, the cycle track is planned to extend north on 10th Street toward McDowell Road. These provisions are supported by the Bicycle Master Plan. The cycle track design and installation is addressed in

stipulation 1.

- The street network internal to the medical campus is no longer comprised of public right-of-way, however conditions of the abandonment ensure public access. Landscaping for the site should conform to the commercial standards for plant placement, type and size as outlined in the Zoning Ordinance for streetscapes. Shade trees on all street frontages should be located as close as is practical to sidewalks to assist with pedestrian comfort when the tree canopies mature. This is

consistent with the goals of the Tree and Shade Master Plan and is addressed in stipulation 2.

8. In 1982 a Special Permit was approved (Z-SP-4-82) on a portion of this site to allow a heliport for the hospital use. The approval required that a building permit be obtained. The Special Permit covers an area greater than identified in this High Rise request and remains in place. The Zoning Ordinance has been updated in the intervening 30+ years so that Special Permits are no longer required for heliports accessory to hospitals.
9. It has been determined that this parcel is in a Special Flood Hazard Area (SFHA), but is located in a Shaded Zone X, on panel 2210 L of the Flood Insurance Rate Maps (FIRM) dated October 16, 2013.
10. Fire Prevention has commented that the site or/and building shall comply with the Phoenix Fire Code. Additional water supply may be required to meet the required fire flow per the Phoenix Fire Code.
11. The Archaeology Section commented that there are no known archaeological sites located within this project area. However, if any archaeological materials are encountered during construction, all ground-disturbing activities must cease within 33 feet of the discovery and the City of Phoenix Archaeology Office must be notified and allowed time to properly assess the materials. This is addressed in Stipulation 3.
12. The Aviation Department has provided comments regarding this request. The property is in the Public Airport Disclosure area. This area may be subject to overflights of aircraft operating at the Airport. People are often irritated by repeated overflights regardless of the actual sound level at the overflight site. Therefore, a Notice to Prospective Purchasers, which follows policy regarding properties in the city of Phoenix underlying the flight patterns of Phoenix Sky Harbor International Airport, is required. This is addressed in Stipulation 4.
13. The Water Services Department has commented that sewer and water services exist for the property. The developer is advised that capacity is a dynamic condition that can change over time due to a variety of factors. It is the City's intent to provide water and sewer service. However, the requirements and assurances for water and sewer service are determined during the site plan application review. For any given property, water and sewer requirements may vary over time to be less or more restrictive depending on the status of the City's water and sewer infrastructure.
14. Development of the parcel will require that all improvements are required to comply with all Americans with Disabilities Act (ADA) standards. This is addressed in Stipulation 5.
15. Development and use of the site is subject to all applicable codes and ordinances. Zoning approval does not negate other ordinance requirements. Zoning adjustments, abandonments or other formal actions may also be required.

### **Findings**

1. The proposal is consistent with the General Plan land use designation of Commercial and it is consistent with the General Plan goal of clustering bio-medical uses.
2. Rezoning of this site allows the support services building height to match the finished floor elevation of the Emergency Department on the north side of Willetta Street.
3. A two-way cycle track will be established to provide a delineated path for bicyclists traveling to/from the Interstate 10 bicycle/pedestrian bridge.

### **Stipulations**

1. The developer shall design and install a two-way cycle track on 10th Street from the Interstate 10 pedestrian/bicycle bridge sidewalk landing north to Willetta Street. The design shall be as approved by the City of Phoenix Bicycle Coordinator and the Planning and Development Department.
2. The private streets adjacent to the development shall conform to the commercial streetscape landscape standards of Section 623.E.4.e. for plant placement, type and size as of the Zoning Ordinance. Required trees in the streetscape landscape setbacks shall be placed parallel to the sidewalks in order to provide shade for pedestrians, as approved by the Planning and Development Department.
3. In the event archaeological materials are encountered during construction, the developer shall immediately cease all ground-disturbing activities within a 33-foot radius of the discovery, notify the City Archaeologist, and allow time for the Archaeology Office to properly assess the materials.
4. The property owner shall record a Notice to Prospective Purchasers of Proximity to Airport in order to disclose the existence, and operational characteristics of Phoenix Sky Harbor International Airport (PHX) to future owners or tenants of the property.
5. The development shall comply with all ADA accessibility standards, as per plans approved by the Planning and Development Department.

### **Writer**

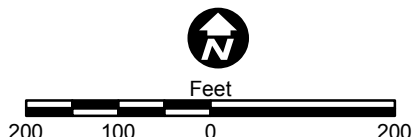
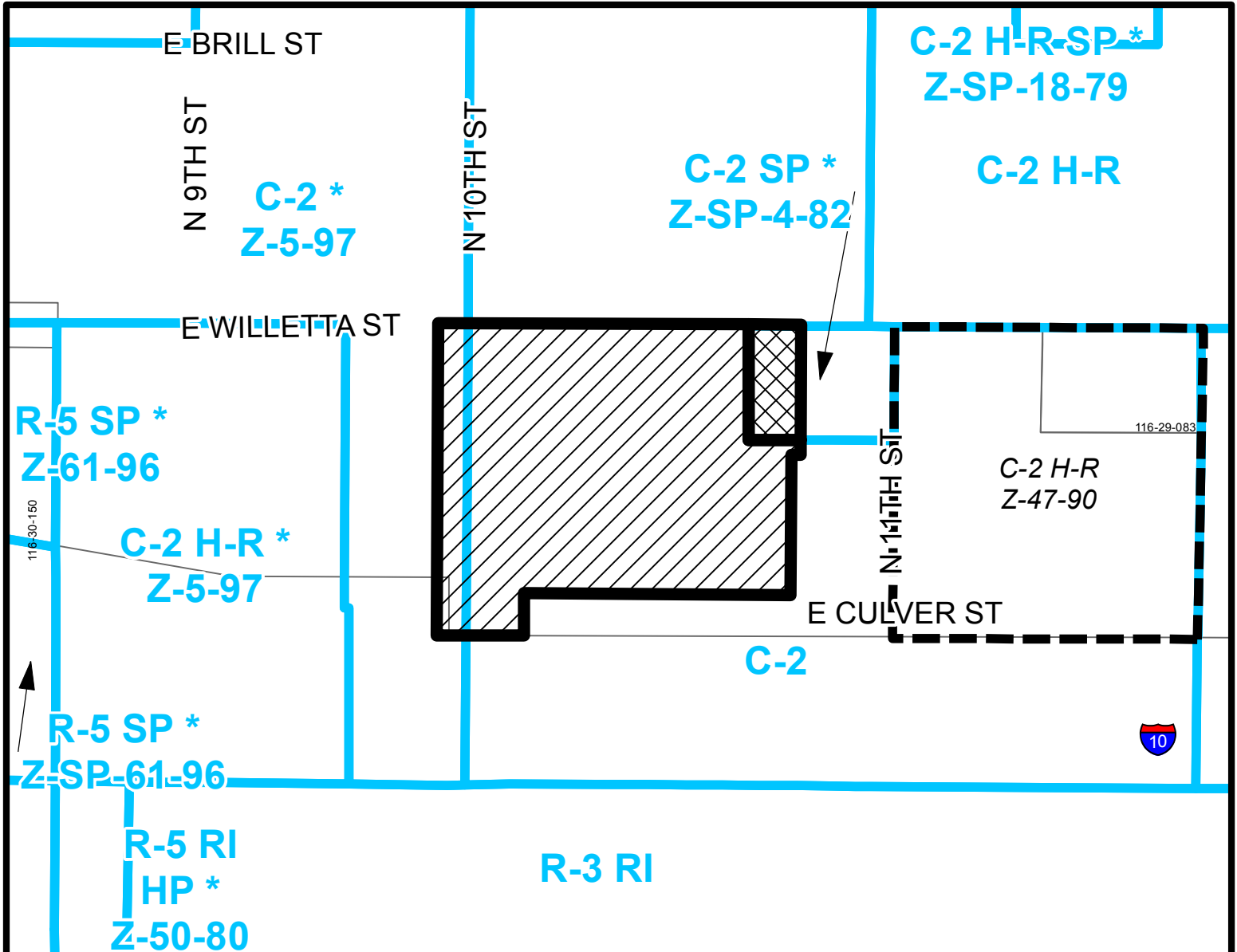
K.Coles  
2/9/2017

### **Team Leader**

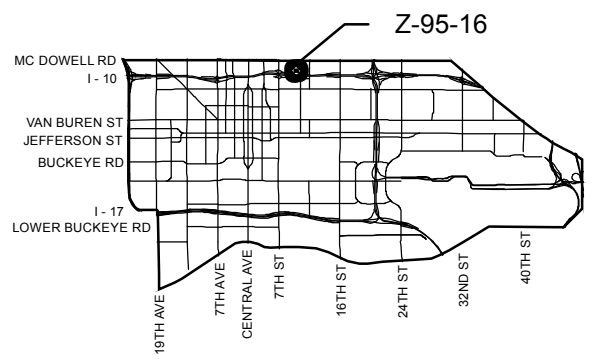
Joshua Bednarek

### **Attachments**

Zoning sketch  
Aerial  
Site plan dated December 16, 2016

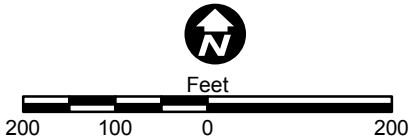
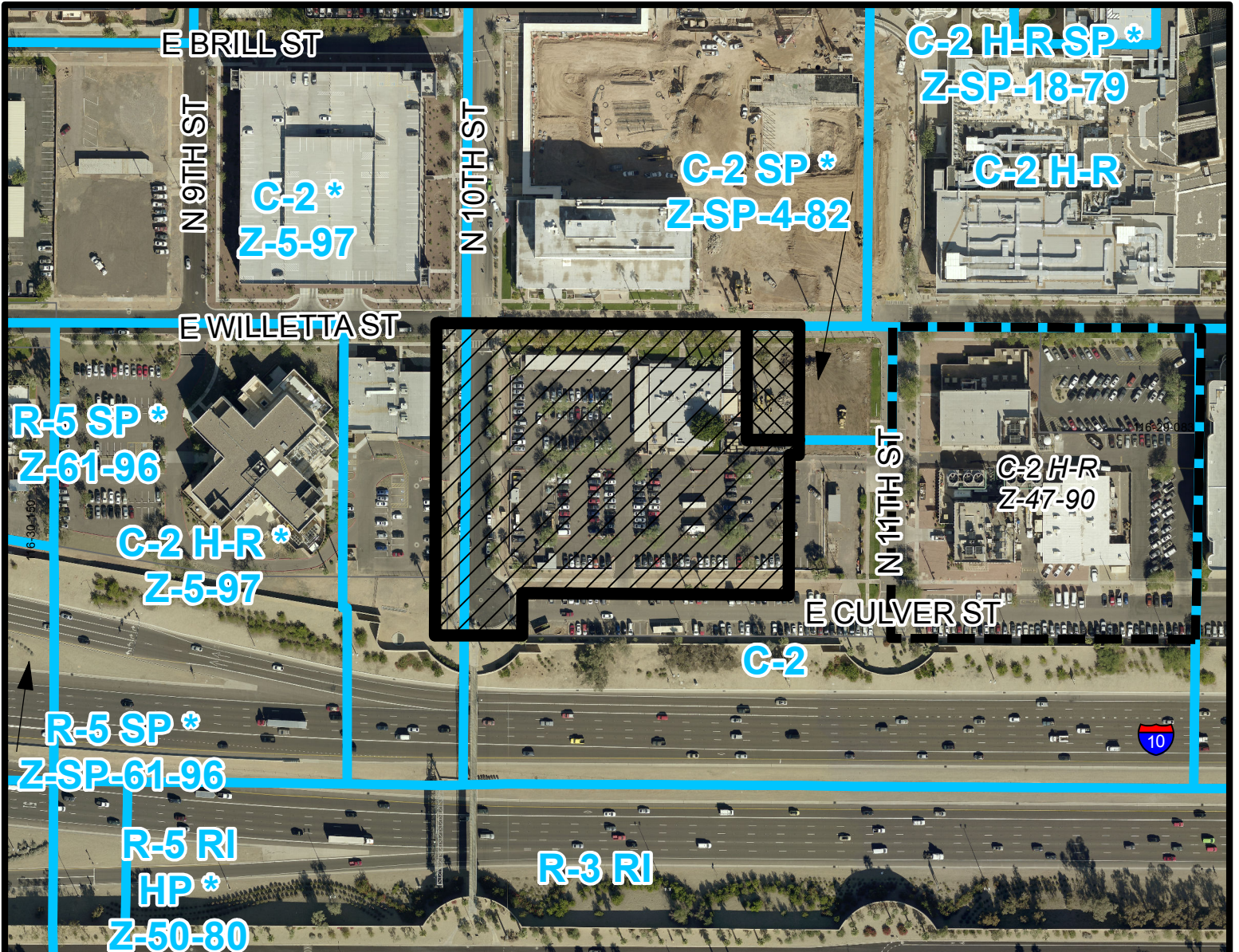


**CENTRAL CITY VILLAGE**  
CITY COUNCIL DISTRICT: 8

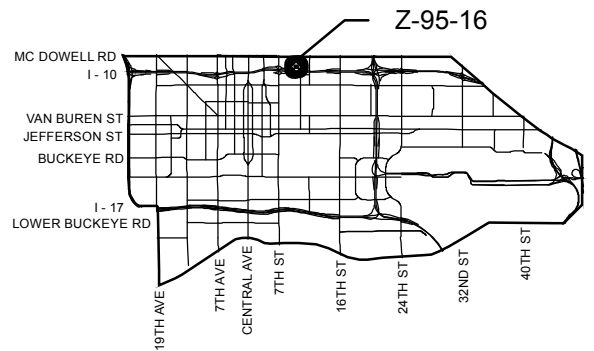


<b>APPLICANT'S NAME:</b> Steve Eiss/Banner Health		<b>REQUESTED CHANGE:</b> FROM: C-2, (4.01 a.c.) C-2 SP, (0.26 a.c.)	
<b>APPLICATION NO.</b> Z-95-16	<b>DATE:</b> 1/20/2017 <b>REVISION DATES:</b>	<b>TO:</b> [Hatched] C-2 HR, (4.01 a.c.), [Cross-hatched] C-2 HR SP (0.26 a.c.)	
<small>GROSS AREA INCLUDING 1/2 STREET AND ALLEY DEDICATION IS APPROX.</small> 4.27 Acres	<b>AERIAL PHOTO &amp; QUARTER SEC. NO.</b> QS 12-29		
<b>MULTIPLES PERMITTED</b> C-2, C-2 SP C-2 HR, C-2 HR SP	<b>CONVENTIONAL OPTION</b> 56, 3 388, 25	<b>* UNITS P.R.D. OPTION</b> 70, 4 N/A	
* Maximum Units Allowed with P.R.D. Bonus			



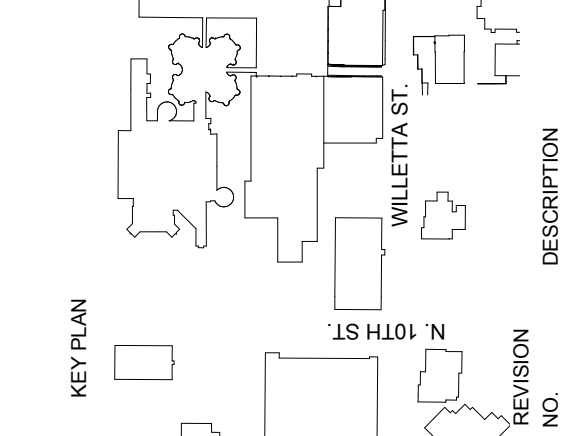


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CITY COUNCIL DISTRICT: 8



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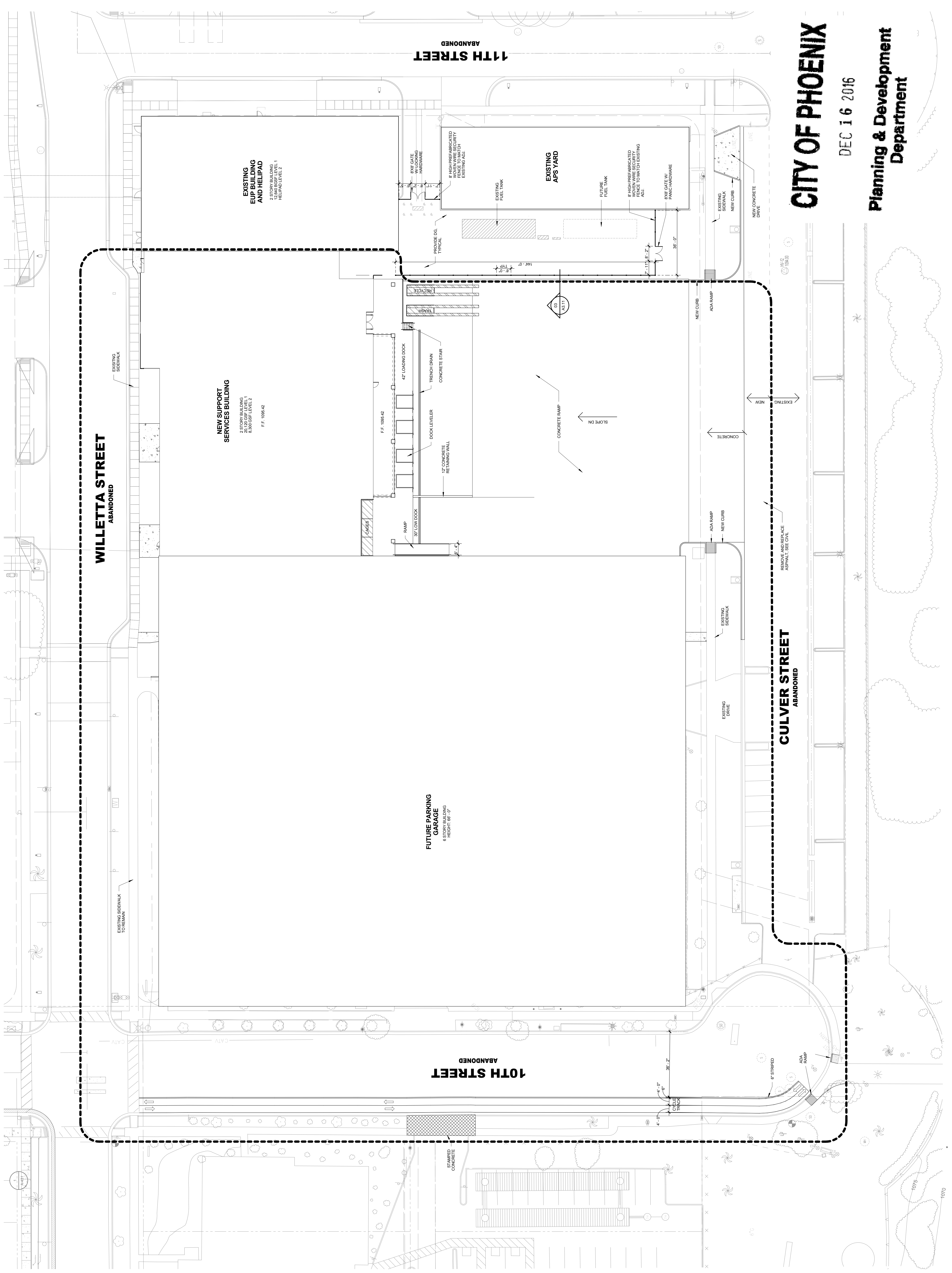


NO.	PERSON	DATE	DESCRIPTION
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HKS PROJECT NUMBER  
**16626-300**

DATE  
**12/15/16**

ISSUE  
**ISSUE FOR PERMIT**



**CITY OF PHOENIX**

DEC 16 2016

**Planning & Development Department**

**01 SITE PLAN - ZONING**  
1" = 20'-0"