

**MEMORANDUM**

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**To:** Lancaster County Planning Commission

**From:** Laura H. Proctor *LHP*  
Senior Community Planner

**Thru:** Dean S. Severson, AICP  
Director for Community Planning

**Date:** January 6, 2020

**Re:** CPF #: 33-139, Proposed Rezoning  
City of Lancaster  
LCPC Meeting of January 13, 2020

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*Notice: This document is the staff draft of a review scheduled for discussion and action by the Lancaster County Planning Commission. It does not necessarily represent the final recommendation of the Lancaster County Planning Commission.*

**SITE INFORMATION**

**Owner(s):** UPMC Pinnacle Lancaster  
**Applicant:** Same  
**Parcel ID #:** 3354194800000  
**Address:** 210 College Avenue, Lancaster, PA 17603  
**Location:** West side of College Avenue, north side of Marietta Avenue (SR 0023), east side of North West End Avenue, and south side of West Walnut Street (SR 0164)

The Lancaster County Planning Commission (LCPC) staff has reviewed the above-referenced **rezoning** and recommends **approval with modification**. The project is effective in implementing *places2040* and moving us forward to the future we all want to see.

**PROPOSAL**

The applicant is proposing to rezone a ±6.4-acre parcel from Hospital Complex (HC) to Mixed Use (MU). The parcel was historically home to St. Joseph Hospital (1878-2000) and more recently operated as the Lancaster Regional Medical Center (2000-2017) and UPMC (University of Pittsburgh Medical Center) Pinnacle Lancaster until it closed in February 2019. The subject parcel is bordered to the north by the R2 (Residential Semidetached Dwellings) and R3

(Residential Medium Density Dwellings) zoning districts, to the east by the R4 (Residential High-Density Dwellings and Commercial Services) and RO (High-Density Residential, Office and Institutional Uses) districts, to the south by the RO district, and to the west by the R4 district. According to the Future Land Use and Transportation Map in *places2040*, the subject parcel is located in the Special District – Institutional character zone and surrounded by land in the Urban (T5) character zone. The subject parcel is one of two HC-zoned areas in the City. The other area includes parcels that belong to Penn Medicine Lancaster General Health.

Lancaster City staff convened a public meeting on May 20, 2019 in order to discuss potential redevelopment scenarios for the former UPMC Pinnacle Lancaster Hospital site and to discuss what City residents envision for the future of the property. During the meeting, attendees were asked to write what types of uses and site designs they would like to see on the parcel, as well as what they did not want to see. Several attendees wrote that they hoped that another acute care hospital would be opened on the site and others requested an urgent care or satellite emergency room. According to the City Zoning Ordinance's Table of Permitted Uses, hospitals are permitted only in the HC zoning district. However, medical and health services of up to 3,000 square feet in floor area are permitted by right in the MU district, and medical and health services without size restriction (including conversion of existing buildings and new construction or expansion) are permitted by special exception. UPMC Pinnacle opened an express care facility in the Medical Arts building across from the former hospital site in October 2019.

During the meeting, attendees also listed some of the following uses on the "We Want" list for the former hospital site: grocery/market, community center, restaurants, schools (elementary and post-secondary), research facility, senior living/care, townhouses, and hotel. All of these uses are permitted, either by right or special exception, in the MU zoning district. Concern was also expressed about ensuring that the design of any future development be consistent with the historic aesthetic and scale of architecture in the surrounding neighborhood. The subject parcel is located within the City's Heritage Conservation District and according to the City's website, "the general design, arrangement, texture, and material of a new building or structure and the relation of such factors to similar features of buildings or structures in the immediate neighborhood" must be reviewed and approved by members of the City's Historical Commission. There were some recommendations made during the public meeting for adaptive reuse of the former hospital for residential use. However, according to representatives from UPMC Pinnacle, due to the nature of the site's former medical use, as well as the advanced age of the structures located on the parcel, it would not be safe to reuse. According to the Lancaster County Property Assessment's database, the 326,095-square foot hospital was constructed in 1958 and City staff reported that there are older elements integrated into the structure that date to the original hospital building.

The applicant's proposal to rezone the former UPMC Pinnacle Lancaster hospital parcel from HC to MU will allow the site to be redeveloped in a manner consistent with many of the priorities expressed by City residents during last spring's public meeting. A parcel of this size represents a rare opportunity for large-scale redevelopment in a densely-developed area of the County. The proposal is consistent with several of the big ideas and policy recommendations made in *places2040*, the Lancaster County Comprehensive Plan.

## COMMENTARY

### Creating Great Places

#### Create a mix of uses in our communities and corridors.

The rezoning proposal is consistent with this policy priority, as the MU zoning district permits a wide range of uses, including residential, retail, commercial services, cultural and recreational, institutional, and industrial (by special exception with conditions regarding public safety).

#### Provide a greater supply and diversity of housing types to own and rent.

The MU zoning district permits nearly every type of residential use provide for in the City Zoning Ordinance's Table of Permitted uses, from single-family detached to multifamily dwellings including efficiency units and combination dwellings. The City can leverage its Local Economic Revitalization Tax Assistance (LERTA) program to encourage developers to include affordable housing units for sale or lease. The subject parcel is located within the City's LERTA Investment Opportunity Area.

### Connecting People, Place, and Opportunity

#### Connect housing, jobs, schools, transportation, and other destinations.

The proposal to rezone the subject parcel for mixed use will allow for an integration of many types of land uses.

### Growing Responsibly

#### Grow where we're already growing.

The proposed rezoning is located within the Central Lancaster County UGA.

#### Prioritize opportunities to redevelop built areas and fill in the gaps in urban areas.

*places2040* recommends leveraging previous investment by building in areas already served by sewer, water, and transportation. The subject parcel is served by public sewer and water and there is a Red Rose Transit Authority (RRTA) bus stop located on College Avenue midway between West Walnut Street and Marietta Avenue.

#### Build more compactly and efficiently.

The minimum lot sizes in the City's MU zoning district allow for a range from 12.4 dwelling units/acre for single-family detached dwellings to 87.1 dwelling units/acre for efficiency units or rooming units. These densities are consistent with *places2040*'s recommendation for 9.0+ dwelling units per acre within the Central Lancaster County UGA.

LCPC recommends that the City make the following considerations:

1. It is recommended that the City consider requiring that applicants submit master plans when proposing development at a certain acreage threshold in its Subdivision and Land Development Ordinance (SALDO). There have been concerns expressed by members of the public that the parcel will not be developed in a manner that is consistent with the scale of the surrounding streetscapes and with the needs and interests of current neighborhood residents in mind. Requiring a submittal of a master plan for development of larger parcels could enable the City to have increased oversight over the design process in addition to the Historical Commission's review.

2. As one of the Catalytic Tools & Strategies outlined in *places2040*, the plan recommends that municipalities adopt an official map as a means of identifying future transportation improvements, community facilities, and environmentally critical areas. The City may want to consider adopting an official map as a means of ensuring that parcels are redeveloped in a manner that is consistent with the desires of community members.
3. In keeping with the Catalytic Tools & Strategies recommended in *places2040*, the City may want to consider applying the principles of its Complete Streets Policy while weighing future redevelopment proposals for the parcel at 210 College Avenue. For example, consideration could be given to opening up the private drive accessed from West Walnut Street that runs through the central portion of the parcel. This drive was formerly part of a public alley that ran parallel to College Avenue and North West End Avenue and intersected the hospital property. Consideration could be given to extending the drive to Marietta Avenue and creating a bicycle and pedestrian boulevard. The City's Complete Streets policy states that investments in pedestrian and bicycle infrastructure "will help promote 'active transportation' and bring physical activity into the daily lives" of citizens, which will improve their health.

## CONSISTENCY WITH COMPREHENSIVE PLANS

### *Places2040 - Lancaster County Comprehensive Plan*

The project is generally consistent with *places2040*.

### *Municipal Comprehensive Plan*












The proposal to rezone the parcel located at 210 College Avenue from Hospital Complex to Mixed Use is inconsistent with the Future Land Use Plan in *Growing Together: A Comprehensive Plan of Central Lancaster County, Pennsylvania*, which recommends continued institutional use of the parcel. However, the proposal is consistent with several objectives and strategies recommended in *Growing Together*. These include Objective LU-GM.4, which addresses strengthening and revitalizing existing developed areas to enhance their livability and economic viability. The plan recommends that municipalities promote mixed uses, higher densities, and infill development in order to achieve this. Housing objective H.4 encourages infill development as a method of revitalization and underscores the importance of new construction adhering to design standards that are compatible with neighboring structures.

This review was prepared with the assistance of Gwen Newell, AICP; Porter Stevens, AICP; Gary Jones; Brad Stewart; and Emma Hamme, AICP.

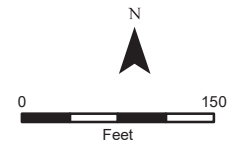
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DSS/LHP/kle

Legend

-  Subject Area
-  Zoning Boundaries
-  Urban Growth Areas
-  Village Growth Areas
-  Municipal Boundaries
-  Water Bodies
-  Buildings
-  Pavement
-  Parcel Boundaries
-  Road Centerlines
-  Railroads

- CITY OF LANCASTER
- C1 - COMMERCIAL NEIGHBORHOOD
  - C2 - COMMERCIAL URBAN
  - C3 - COMMERCIAL REGIONAL
  - CB - COMMERCIAL CENTRAL BUSINESS
  - CB1 - CENTRAL BUSINESS CORE
  - CM - MANUFACTURING/CENTRAL CITY
  - DF - INSTITUTIONAL/CRIMINAL DETENTION
  - HC - INSTITUTIONAL/HOSPITAL COMPLEX
  - MANTWP - MANTWP
  - MU - RESIDENTIAL/MIXED USE
  - PO - CONSERVATION/PARK/OPEN SPACE
  - R1 - RESIDENTIAL DETACHED
  - R2 - RESIDENTIAL SEMI-DETACHED
  - R3 - RESIDENTIAL MEDIUM DENSITY
  - R4 - RESIDENTIAL HIGH DENSITY
  - RO - RESIDENTIAL HIGH DENS/OFF/INST
  - SM - MANUFACTURING/SUBURBAN CITY



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