THE UNIVERSITY CAMPUS & THE URBAN FABRIC: MENDING THE UNIVERSITY DISTRICT

A Planning Report
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By

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> "… campuses are microcosms of activities in the domain of planning — unique environments where employment, housing, design, transportation and mobility, and environmental protection needs and objectives intertwine and interact with the larger urban and social fabric."
>
> Richard Thorsten, *Partnerships for Smart Growth: University-Community Collaboration for Better Public Places* (2005), 196.

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CHAPTER 1 INTRODUCTION

The physical relationship of urban university campuses to their surroundings is a topic of interest for the field of urban planning in the 21st century. There are over 3,700 higher-education institutions in the United States, of which 51 percent are located in the urban core, and another 24 percent are located in suburban areas.[1] Universities' diverse social, economic, and cultural activities affect many people and campus planning and design impacts the community as a whole.[2] The relationship is especially important for urban universities, particularly those in or adjacent to the downtown of a major city. James Steward Polshek, former dean at Columbia University, recently wrote that universities have an opportunity and an obligation to themselves and to their communities to harmonize planning processes and consequent development projects. University efforts can become models for future government initiatives.[3]

"It is time for city planners to take notice and begin planning more systematically with these institutions [of higher education] than has been the case until now."[4] For the most part, universities operate like independent municipalities—they have their own governance structure, support a residential population, maintain streets and buildings, and provide public safety services.[5] Although these activities have impacts beyond the campus, universities and cities often use a piecemeal, project-by-project approach to coordination efforts. Both universities and cities could benefit from consistent, comprehensive joint planning.[6]

This report takes a close look at campus planning trends as they relate to the surrounding urban environment, and identifies some factors that result in university projects which successfully integrate the campus with the urban fabric. In particular this report explores what types of plans, policies, and implementation tools best support positive results, and whether leadership plays a strong role in achieving physical integration. The state of planning, leadership, and physical integration is examined at four case study universities. Each university has unique motivations for building projects and unique barriers to overcome. The study focuses on urban environments, where integration with the urban fabric offers the greatest benefit. The research aims to determine what generalizations can be made about the influence of policies, practices, and leadership on outcomes in this arena.

Table 1 summarizes several reasons universities and cities should cooperate to improve the settings around urban university campuses. Today's universities are important participants in the regional planning structure, and university and community leaders should explore the potential to share resources more effectively. Joint planning to address built environment issues and create shared cultural and recreational amenities can enhance the university's image and improve efficiency.

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[1] Wim Wiewel, "University Real Estate Development: Time for City Planners to Take Notice!," *Strategies: Newsletter of the City Planning and Management Division of the American Planning Association* (Winter 2004-05).
[2] Richard P. Dober, *Campus Design* (New York: John Wiley & Sons, Inc., 1992), 3.
[3] E. John Rosenwald, Jr., Robert Campbell, James Stewart Polshek, Omar Blaik, and Lee C. Bollinger, "Universities as Urban Planners," *The Bulletin of the American Academy* (Summer 2005): 18.
[4] Wim Wiewel, "University Real Estate Development: Time for City Planners to Take Notice!"
[5] David Nichols, Ed., *University-Community Relations: Living Together Effectively* (Springfield, Ill.: C.C. Thomas, 1990), 14.
[6] Wim Wiewel, "University Real Estate Development: Time for City Planners to Take Notice!"

Table 1 Reasons to Cooperate on Improving the Build Environment

Reason for Universities and Cities to Cooperate	Connection to the Built Environment
"The status of the campus as a privileged sanctuary has been replaced with one of an open community subject to the influences of the real world."[7]	The built environment is a shared resource and university and city can cooperate to enhance function and safety through physical integration.
Universities can enhance recruiting efforts, strengthen community support, and demonstrate the university's commitment to community service by bringing more people on campus.[8]	Connectivity and place-making on the edge of campus should encourage the community to use the campus and to support the university in general.
Mutual university and city concerns such as crime, traffic, parking, noise, service demands, expansion, and zoning have every indication of continuing.[9]	Architecture and urban design can mitigate these issues, but cooperation is needed to make sure different perspectives are taken into account.
Large university campuses can impede the flow of community life in an area, blocking both traffic and social interaction. In addition, the least pleasing aspects of campuses often face the community – such as parking lots and blank walls – making adjacent areas less attractive. [10]	Enhancing pedestrian and bicycle connections through campus and creating pleasant streetscapes along campus edges can help to mitigate negative impacts on the surrounding community.
Well-designed campuses include recreational, cultural, and park-like facilities that enhance the community and provide opportunities that would not otherwise be available.[11]	Such elements can create shared landmarks, define the university district within the city, and create seams along campus edges that mend the urban fabric.
Uncertainty about future development at the university can lead to instability in surrounding areas, decreasing the potential for positive investments in the university district. [12]	Clear, consistent long-term campus plans provide the context for private development to complement the architectural, landscape, and urban design themes of the university.

Universities are continuing to expand their facilities for many reasons. Enrollment is still growing at most institutions. State-of-the-art facilities are necessary to attract the best students and faculty. In addition, universities located in blighted areas are often interested in contributing to the redevelopment and revitalization of their surrounding neighborhoods and districts.[13] Joint planning efforts can help address these concerns about neighborhood stability, "and to help avoid

[7] Nichols, 6.
[8] Nichols, 84.
[9] Nichols, 123.
[10] Carnegie Commission on Higher Education, *The Campus and the City, Maximizing Assets and Reducing Liabilities* (New York: McGraw-Hill, 1972), 6.
[11] Carnegie Commission on Higher Education, 6.
[12] Carnegie Commission on Higher Education, 6.
[13] Ziona Austrian and Jill Norton, *Urban Universities and Real Estate Development*, prepared for the Lincoln Institute of Land Policy (Cleveland, Ohio: Center for Economic Development, December 2002), 2-3.

open community conflict in the press, city council chambers and the courts."[14]

At most campuses past neglect of the edges and paths which connect to the city is still evident – arbitrarily placed buildings fail to create inviting public spaces and large parking lots create an unwelcoming image to the community. Modern architecture and auto-centric planning have disrupted the urban fabric. However, planners now realize that the built environment has a role to play in solving issues such as traffic, parking, and crime. So how can universities and communities harmonize planning to enhance the urban fabric?

Many architects, urban designers, and planners are advocating a New Urbanist approach to address these issues. New Urbanist Richard Bernhardt identified the seven principles of human-scale communities which are discussed in the sidebar to the right. These principles emphasize urban design factors such as well-defined neighborhoods and districts, mixed-uses, buildings that relate to the street, and access to alternative transportation. The university campus is an integrated district within the larger urban fabric and can exemplify a human-scale community.

New Urbanist Principles for Human-Scale Communities

1. *The neighborhood is the basic building block of a community. A campus can be viewed as a neighborhood or as a cluster of neighborhoods.*
2. *Neighborhoods have well-defined edges and a center. A neighborhood is generally defined by a five minute walking distance from the center and contains a mix of uses to serve its residents.*
3. *Corridors connect and define neighborhoods. Districts are areas that contain special uses, such as a university campus.*
4. *Buildings relate to the street and define the edges of parks, squares, and plazas. Parks and public spaces are designed for public use, with areas for rest, recreation and special events.*
5. *All modes of transportation are treated as important: transit riders, pedestrians, bicyclists, and automobiles. This is especially important for major activity generators such as a university campus.*
6. *The street pattern is a network that allows alternatives routes through the neighborhood. Although it is usually not desirable to facilitate auto traffic through campus, pedestrian and bicycle connections are important.*
7. *Civic buildings are placed to terminate vistas and create landmarks. Well-sited university buildings enhance the community and reinforce the symbolic and cultural importance of the institution.*

Source: Robert Steuteville, Philip Langdon, et al., *New Urbanism: Comprehensive Report & Best Practices Guide*, 3rd Edition (Ithaca, NY: New Urban Publications, 2003) 1-3.

[14] Edward M. Meyers and Ira Stephen Fink, *Universities and Communities: Can They Plan Together?* (Berkeley: University of California, Office of the President, Assistant Vice President--Physical Planning, 1974), 69.

This research used a literature review and four case studies to explore the following hypothesis: Strong leadership and clear and consistent plans, policies, and project implementation methods that address the relationship between the campus and its environs result in development that successfully integrates the campuses of urban universities and their surrounding urban fabric. The degree of integration will depend upon the extent to which all of the elements – strong leadership and clear and consistent plans, policies and implementation methods – are present. In particular,

- When long-range plans give adequate attention to the interaction between the campus and the surrounding neighborhoods in which it is located, and people in those neighboring areas are allowed to participate in the planning process, development along the edges of campus is more likely to successfully integrate with the surrounding urban fabric.
- Support for cooperative planning by university and city leaders facilitates efforts to plan for and achieve greater physical integration.
- Clearly documented planning and implementation policies and/or procedures may help achieve the integration, but are not as effective as long-range planning.
- Keeping the community informed about the university's building plans can also have a positive effect, but is less effective than interactive public participation (including city staff, local businesses, and local residents) during planning and design.

For the purpose of this study "integration" is defined as *facilitating connectivity* (quality pedestrian and bicycle paths connecting through campus to the urban grid), *respecting neighboring uses* (through use of interesting and compatible building and landscape design), and *place-making for campus and community* (welcoming environments and public places along the edges of campus).

There are many reasons to pay attention to the urban form of urban university campuses today. Universities and cities should be motivated to work together to create vibrant, human-scale university districts that serve as examples for the community as a whole. This research identifies different situations in which leadership, policies, plans, and collaborative efforts contribute to positive results. Given the diversity of history and governance at American universities, it is no surprise that different strategies are important in different situations. However, when all the elements come together, as they do at Portland State University, successful integration is facilitated.

The remainder of this report investigates campus planning from this point of view: where has it come from; where is it going; how are cities involved; and how can urban revitalization be accomplished? Chapter 2 provides some history on campus form and university-community relationships. Chapter 3 discusses the case study methodology in depth. Chapters 4 through 7 are the case studies: California State University Northridge, San José State University, University of California Berkeley, and Portland State University in Oregon. Case study analysis and conclusions are discussed in Chapter 8, followed by a summary of the report.

CHAPTER 2 BACKGROUND – CAMPUS PLANNING AND URBAN FORM

Literature in the broad subject areas of campus planning and architecture and urban design provides background information about campus planning and design trends. The campus planning literature is important for understanding the physical impact urban universities have on the surrounding urban fabric and the historical trends and issues related to university development and town-gown relationships. Historically, there has been little scholarly research about the physical development of campus edges or the relationship of the campus to the surrounding urban form. However, campus planning and urban planning journals now often highlight university planning efforts that successfully address urban form.

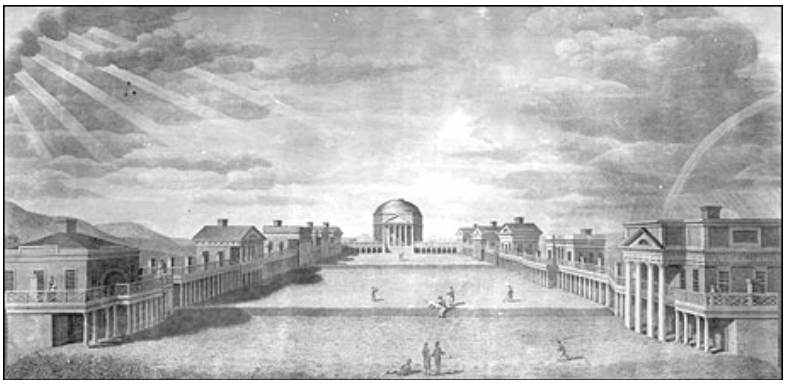
This chapter begins with an historical overview of campus planning in America, and a discussion of current campus planning trends. This history is followed by overviews of several important topics related to campus planning and the urban fabric: master plans and campus plans; campus form; urban campus form and the urban fabric; and university-community planning relationships. Lastly recent examples of successful integration are discussed.

Campus Planning Trends

Campus planning, along with city planning, came into being to address the complex urban issues of modern society. Planned campuses were the exception until the late 1800s. The College of William and Mary (1699) in Williamsburg, Virginia was the first campus in America where there is evidence of site analysis and architectural composition. The next known plan is John Trumbull's plan for Yale (1792), which alternated 100-foot-long dormitory buildings with towered assembly buildings, resulting in the Old Brick Row.[15] The first campus plan to be fully carried out was completed by Joseph Jacques Rameé's for Union College (Schenectady, N.Y.) in 1813. Rameé rejected the cloistered Oxford-style layout for a semi-enclosed rectangular court, reflecting a trend towards openness and opportunity in American higher education at the time.[16]

In 1814-1815, Thomas Jefferson conceived his plan for the University of Virginia based on the concept of an "academic village" shown in Figure 1. Jefferson rejected the idea of a college as a single building or a series of buildings connected by enclosed courtyards. He laid out the campus as a traditional village-green, clustering and connecting academic buildings and residences around open spaces with sensitivity to the site. Jefferson established the symbolic and physical ideal for an

Figure 1 The University of Virginia, 1826



Source: The Papers of Thomas Jefferson, The Albert & Shirley Small Special Collections Library, University of Virginia Library. Available from the National Park Service, 1826 (23 May 2006). <www.cr.nps.gov/nr/twhp/wwwlps/lessons/92uva/92uva.htm>.

[15] Mark Alden Branch, "Framing the Future: The Campus 'Un-plan'," *Yale Alumni Magazine* 63, No. 8 (Summer 2000). <http://www.yalealumnimagazine.com/issues/00_07/campus_plan.html>.
[16] Richard P. Dober, *Campus Planning* (New York: Reinhold Publishing Corporation, 1964), 19-20.

American college campus. Opening the buildings to the landscape implied "a connection between the academy and the world, between the institution and the individual, between faculty and students, between nature and culture…."[17]

Style was the main concern of the pre-civil war period—no significant overall campus plans were produced during this era.[18] Early American campuses used the Georgian architectural style of the day, based on classical and, later, Greek revival influences (which can be seen at the University of Virginia).[19] Around 1830, religious educational institutions introduced gothic-revival architecture, which soon became the predominant style for college buildings. Collegiate Gothic and Collegiate Georgian architecture continued to dominate campus architecture through the early 20th century and still influence campus building designs today.[20] A few campuses opted for regional styles, most notably the University of New Mexico which began building pueblo-style buildings in 1908. [21]

A trend towards greater accessibility to higher education for all inspired the Morrill Act of 1862, contributing to the first major shift in American higher education. The Act gave every state remaining in the Union a significant amount of land to establish a program for building and funding public agricultural and engineering colleges. The land grants were extended to the southern states in 1890.[22] At the same time, the German "university" model – based on the idea of a center of learning offering diverse subjects and on the pursuit of objective investigation – took hold. The shift was spurred by technological innovation which generated the need for research and advanced degrees.[23]

In the late 1800s, architects and landscape architects were establishing the foundations for the practice of comprehensive site planning. In 1866 Frederick Law Olmsted recommended that the University of California locate in Berkeley, away from San Francisco in order to "create a 'naturalistic' park setting,"[24] reviving Jefferson's idea of the college as a rural community. His analysis of site conditions (topography, climate, views, and vegetation) established the basis for laying out the roads and entrances and some basic zoning principles for the campus.[25] Olmsted's work at Berkeley (see Figure 2) and elsewhere influenced campus location, designs, and landscapes for decades.[26] In the long run, this rural approach would not lead to integrated urban environments – perhaps because Jefferson's emphasis on connecting to the outside world was lost.

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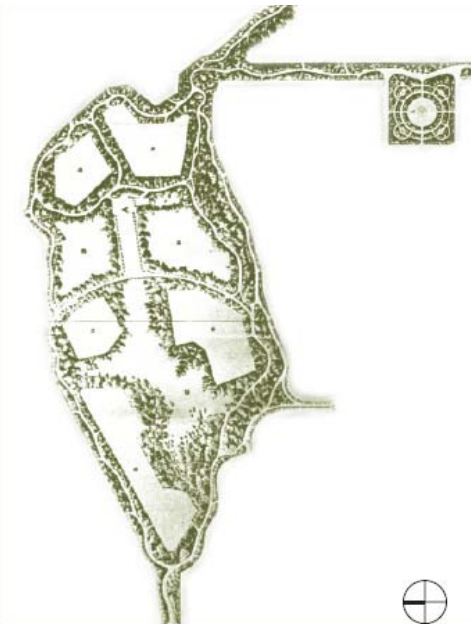
[17] Elizabeth Meyer, "From Style to Substance: Replacing the Sight of Architecture with the Sites of Architecture," *UVa Architecture Forum*, 1998 (13 May 2006). <www.uva-architecture-forum.org/texts/meyer.html>.
[18] Ibid., 30-31.
[19] "Georgian Architecture," *Columbia Encyclopedia*, 2001-2005 (13 May 2006). <www.bartleby.com/65/ge/Georgn-ar.html>.
[20] Richard P. Dober, *Campus Design* (New York: John Wiley & Sons, Inc., 1992), 74.
[21] Ibid., 155.
[22] U.S. Department of State International Information Department, "Backgrounder on the Morrill Act," no date (14 May 2006). <usinfo.state.gov/usa/infousa/facts/democrac/27.htm>.
[23] Richard P. Dober, *Campus Planning* (New York: Reinhold Publishing Corporation, 1964), 31.
[24] Roger Schluntz, "The Emergence of Design Review Boards," *Planning for Higher Education* 21, no. 3 (1993): 9.
[25] Richard P. Dober, *Campus Planning* (New York: Reinhold Publishing Corporation, 1964), 34.
[26] Schluntz, 9.

By 1930, professionals recognized the importance of planning, and many universities had adopted some sort of plan. However, they favored a very technical approach to planning—planning only began to move towards more participatory methods in the 1950s.[27] In the 1930s universities were also beginning to embrace modern architectural styles. Rapid expansion and the "building as object" approach of modern architecture led to haphazard placement of buildings on many university campuses, a trend which continued until the rise of new urbanism in the 1980s.[28]

> Columbia, New York University (with its 'accidental' campus), and other similar urban campuses such as the University of Chicago, the University of Pennsylvania, and Harvard University historically failed to recognize the interdependence of community and university. Their acts of indiscriminate expansion created a negative memory bank that affects decisions even in the relatively enlightened planning environment of today.
>
> – James Stewart Polshek, "Universities as Urban Planners," *The Bulletin of the American Academy* (Summer 2005), 17.

Figure 2 Olmsted's Berkeley Plan



Source: UC Berkeley, Landscape Heritage Plan (June 2004), 17.

The social activism and unrest of 1960s led to another profound shift in the focus of higher education in the United States. Universities increasingly became involved in participatory research related to social programs and issues. In 1972 the Carnegie Commission on Higher Education concluded that most institutions would begin to pay attention to urban problems through teaching and research and an increasing number would also make a commitment to their specific urban locality and to urban problems in general. The Carnegie Commission report recommended more interaction between campus staff, city staff, and civic leaders.[29] More specifically the report recommended the following.[30]

1. That universities and colleges develop long-range plans which give adequate attention to the interaction between the campus and the neighborhood in which it is located
2. That, where appropriate, colleges and universities participate actively in urban-renewal activities …
3. That institutions limit their need for expansion into scarce urban space by better use of existing space

[27] Richard P. Dober, *Campus Planning* (New York: Reinhold Publishing Corporation, 1964), 37.
[28] Schluntz, 9-10.
[29] Carnegie Commission on Higher Education, 5-7.
[30] Ibid., 84.

These recommendations are perhaps more relevant than ever today. Urban universities are no longer turning inward to create cloistered enclaves but instead are catalysts for development and city building. Many campus architects agree that projects must be sited to support long-range goals, and the image of the institution, and there is increased attention to the planning process. Research has suggested that motivations for this change include advances in communications and sciences, student expectations, and sensitivity to university-city relationships.[31] In addition, "Planning the Future Campus" identified future influences on campus planning practice as follows: technology, diversity, globalization, increased community expectations, diminishing financial resources, places for interaction, and regional integrity.

The new urbanist principles investigated in this study support community, interaction, and regional integrity, as illustrated by the following description of the future campus.

> The campus of the 21st century will distinguish itself by demonstrating how the built environment can fit appropriately with the climate, the landscape, and the culture of the region. Campus planning over the next century must be more mindful of connections with the surroundings. …
>
> The campus of the future must become more welcoming and open to the surrounding communities as academic institutions form educational, cultural, and economic alliances with their home communities. As strategic alliances are made, placemaking will extend into the urban fabric beyond the campus.[32]

This recent literature on trends in campus planning suggests that there is a resurging interest in campus form and its relationship to the surrounding environment. Many concerns remain unchanged, but the approach has changed. Smart growth and new urbanism have emphasized the importance of pedestrian environments and a sense of place to promote activity on the streets. Campus planning is reflecting these trends by returning to "traditional town planning and urban design techniques … and the ecological and visual heritage of landscape architecture."[33]

Master Plans and Campus Plans

Campus master plans, and increasingly less rigid campus plans, are frameworks that sketch out the basis for planning and requirements for building and landscaping on a university campus. James Biehle defined a master plan as follows.[34]

> A master plan is a detailed document (and often a physical model too) that lays out the direction, physical needs, and overall appearance of a college or university for the foreseeable future, which is usually fifteen to twenty years.
>
> The plan usually includes a land-use plan; new building needs, location, and type of architecture; renovation needs; a landscape-horticultural concept; a plan for the movement and placement of people and vehicles; property acquisition or development of excess property; and plans for utilities, services access, … and community use.

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[31] Nancy Levinson, "Campus Planning is Breaking New Ground," *Architectural Record* 192, no. 8 (August 2004): 87.
[32] Perry M. Chapman, "Planning the Future Campus," *Architecture* 84, no. 2 (February 1995): 57.
[33] Richard P. Dober, *Campus Design* (New York: John Wiley & Sons, Inc., 1992), 4.
[34] James Biehle, "Successful Master Planning," *Planning for Higher Education* 19, no. 4 (Summer 1991): 21.

It has been suggested that master plan drawings also illustrate *relationships and compatibility* between land use, circulation, and expansion *both on and off campus*.[35] In *Campus Design*, Richard Dober recommends creating a flexible and dynamic campus plan instead of a fixed and static master plan. The idea of place-making is important in structuring the broader skeleton (often described by means of patterns) that is the focus of a campus plan.[36] A well-formulated campus plan also defines the institution's place within the community and discusses construction and infrastructure needs, land ownership, site location decisions, and mediation of land use and circulation conflicts.[37] In addition, site and environs analysis should *consider the nature of the surroundings* as well as factors such as site configuration, campus design features, access, and infrastructure.[38]

According to Dober, campus plan drawings should communicate the following information: "(a) goals and objectives, (b) the physical character of the existing site and environs, (c) the location of all physical changes and improvements, (d) the sense of place and image being established or enhanced, (e) the price to be paid and the value to be received, and (f) the implementation sequence."[39]

Traditionally, campus planning was concerned with the provision of academic facilities and the beauty and integrity of the campus. However, universities are increasingly engaging in joint development on campus, including income-producing commercial projects and city-university cultural projects. As land becomes scarcer and universities continue to expand, some institutions are even planning facilities on city or privately-owned land in the surrounding community.[40] Master plans and campus plans of the 21st century must address the impact of the university and the relationship between campus form and the surrounding urban fabric, as discussed in the following sections.

Campus Form

The campus planning literature generally defines two categories of campus form. These two forms can be classified as "Formal (regular, symmetrical, rectilinear) or Informal (picturesque, irregular, unsymmetrical)."[41] Another way to describe these different general layouts is "spine and grid" versus "green heart." In the spine and grid layout "buildings that serve the whole university are brought close together forming a changing series of enclosures and views as people move among them."[42] This layout decreases walking times and provides sufficient open space and architectural variety. The spine and grid pattern enhances integration with the surrounding urban fabric and therefore seems more appropriate for urban universities.

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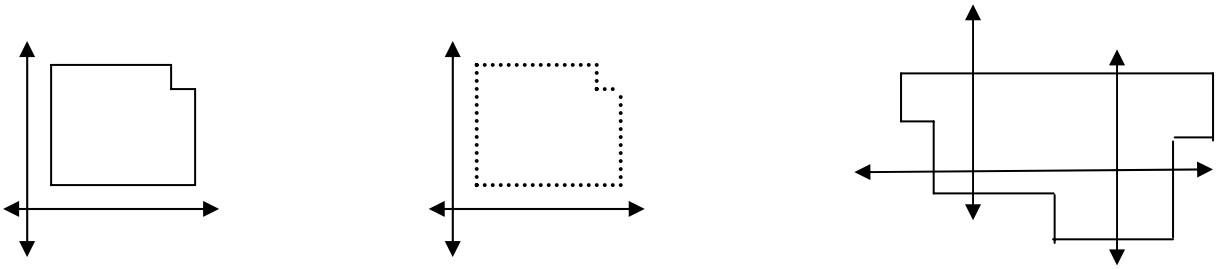
[35] *Campus Planning: Redesign, Redevelopment, Rethinking: Proceedings of a Professional Development Symposium* (Dallas, Texas: Myrick-Newman-Dahlberg & Partners, 1983), 182-183.
[36] Richard P. Dober, *Campus Design* (New York: John Wiley & Sons, Inc., 1992), 4.
[37] Ibid., 260.
[38] Ibid., 257.
[39] Ibid., 260.
[40] Alan Charles Freeman, William D'Elia and Kimberly Woodard, "New Town-Gown Planning," *Planning for Higher Education* 21, no. 1 (1992): 25-26.
[41] Dober, *Campus Design*, 41.
[42] Myles Wright, "The Design of Universities: Plans, Buildings and Local Relationships," *Town Planning Review* (July 1974): 250-51.

In relation to overall urban form, campus form can be categorized as open or closed. Researchers have further suggested five options along the continuum from concentration to dispersal which are illustrated in Figure 3.[43]

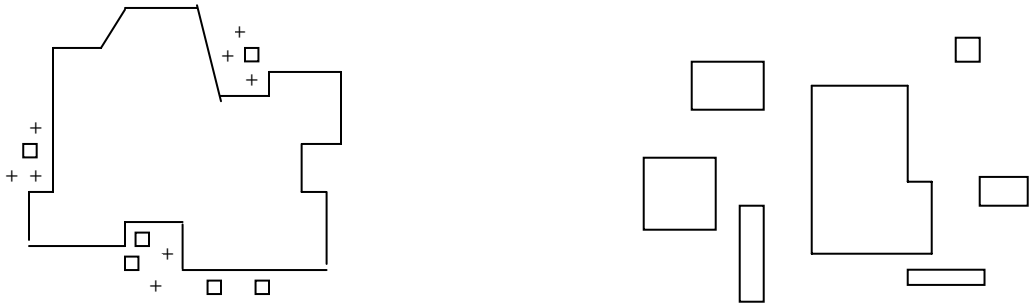
Figure 3. Classification of Campus Form



1) A rigid, distinctly bounded "super-block" exclusively devoted to university activities

2) A "superblock" whose edges are visually indistinct because of similarities between the university and its surroundings

3) A concentrated campus but penetrated by major through arteries



4) A relatively concentrated campus, but penetrated substantially by private services and activities

5) A university whose buildings are distributed throughout a district devoted substantially to other activities

Source: Robert Lloyd Carroll, Hayden B. May, and Samuel V. Noe, Jr., *University-Community Tension and Urban Campus Form* (Cincinnati: University of Cincinnati, 1972), 102.

Urban Campus Form and the Urban Fabric

Urban campus form as it relates to the surrounding urban fabric became a subject of interest in the early 1970s. At the time, university-community tension was high due to a number of factors including traffic and parking problems, student protests and riots, and rapid expansion of universities facilities without much concern for surrounding neighborhoods.[44] Therefore, 1970s studies investigated how various factors influenced the level of tension between the university and the community. Since 1990, the literature has been shifting focus towards finding ways to increase interaction and joint planning efforts to: use resources more effectively; explore

[43] Robert Lloyd Carroll, Hayden B. May, and Samuel V. Noe, Jr., *University-Community Tension and Urban Campus Form* (Cincinnati: University of Cincinnati, 1972), 102.
[44] Rosenwald et al., 17.

opportunities for mutually beneficial projects; and enhance the quality of life both on and around college campuses.[45]

As universities continue to expand and enhance their facilities, their efforts are impacted by the surrounding environment in several ways. The area around urban campuses is often built out or there are significant natural and manmade barriers such as rivers or freeways.[46] The nature of adjacent land uses can also impact the campus planning process. Carroll, May, and Noe (1972) found that tension was greater for campuses located in higher densities areas or with higher enrollment densities, while tension was lower for campuses located in suburban areas or near central business districts. In addition, adjacent high-density residential often caused tension, which the authors attributed to a "'sense of place' or the 'territorial imperative' … critical emotional factors strongly associated with the dwelling place."[47] New urbanists would advocate the creation of shared sense of place using public places and welcoming streetscapes along campus edges, which might reduce tension through increased interaction.

Christopher Alexander, author of *The Timeless Way of Building* (1979), a book which influenced the development of New Urbanism, published a plan for the University of Oregon in 1975. *The Oregon Experiment* is an early example of a campus plan approach. The plan introduces special patterns for universities, including some which address the relationship of the campus to the overall urban form. Significantly, the "open university" pattern encourages integration with the urban fabric as follows:

> When a university is built up as a campus, separated by a hard boundary from the town, it tends to isolate its students from the townspeople…
>
> Therefore: Encourage the dissolution of the boundary between university and town. Encourage parts of the town to grow up within the university, and parts of the university to grow up within the town.[48]

The literature on campus urban form and the urban fabric shows an awareness of the problems university campuses face, and the solutions that can be brought to bear on these issues, including enhancing integration with the surroundings. Joint planning approaches can further facilitate the implementation of these solutions.

University-Community Planning Relationships

Universities and cities are neighbors living side-by-side in the same general environment.[49] Therefore campuses should no longer build walls around themselves, but instead should build pathways to the campus doors. Joint university-community planning can help to address matters of mutual concern such as long-range development plans, building projects, parking, traffic congestion, crime and security, and community housing problems.[50]

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[45] Nichols, 3.
[46] Austrian and Norton, 4.
[47] Carroll, May, and Noe, 23.
[48] Christopher Alexander, et al., *The Oregon Experiment* (New York: Oxford University Press, 1975), 108.
[49] Carnegie Commission on Higher Education, 5.
[50] Meyers and Fink, 2.

Universities have some common characteristics that often impact the surrounding community. The presence of a college impacts local housing markets and neighborhood character, provides educational opportunities, and enhances the economic climate. Specific characteristics of university neighborhoods include a younger, highly-educated population, student behavior and crime issues, student housing needs, and parking and traffic congestion.[51] Poor maintenance of off-campus student housing, and uncertainty over campus development plans may negatively impact the built environment by discouraging investment.[52] On the other hand, a campus can provide assets such as cultural and recreational facilities.[53]

In order to address the impact of university campuses and take advantage of potential assets, a 1972 Carnegie Commission report recommended that long-range plans be developed through cooperative efforts between university and city officials. The report also recommended that neighboring residents be kept informed of developments, and mechanisms be developed to encourage their participation at different stages of the planning process.[54] In *University-Community Relations: Living Together Effectively* David Nichols specifically suggests cooperation on issues related to traffic and parking, zoning, and industrial expansion.[55]

William Gallo's guidelines for campus planning in relation to the community are more specific. He recommends establishing a vision for the physical relationship to the surrounding community, followed by a thorough analysis of existing conditions in the area. Factors of interest include "location, setting and history of the area; land use and zoning; existing facilities both on and off campus and their architectural theme; traffic volume and flow; parking; public transportation; landscaping; signage; lighting; and electrical and water systems."[56] Gallo also recommends formation of an advisory board including city staff, a city planner, and neighborhood and civic organizations. A transition to this planning approach would require the support of university and city leaders.

University Leadership

The university's leadership and vision drive the agenda for physical development on campus. Leadership plays a key role in the approach to development, the extent to which broader community goals are considered, and other agencies and community members participate in the decision-making process.[57] Leadership is necessary to establish a long-term commitment to the town-gown relationship and is important to the success of joint planning efforts such as advisory boards. The mayor, the college president, and other top officials set the tone for the entire community. Both the city and the university should include the appropriate officials in relevant planning processes.[58] Committed leadership is not enough—research on joint planning organizations found that the style, sympathies, and abilities of university and community

[51] Nichols, 8.
[52] Carroll, May, and Noe, 5.
[53] Carnegie Commission on Higher Education, 6.
[54] Carnegie Commission on Higher Education, 84.
[55] Nichols, 23.
[56] Gallo, William J. "Meeting of the Minds." *American School and University* 76, no. 13 (August 2004): 165.
[57] Austrian and Norton, 8.
[58] Nichols, 19-20.

representatives appeared to be more important to the success of the interaction than the organizational structure.[59]

The literature on town-gown relationships generally supports the hypothesis of this research—strong leadership and clear and consistent plans, policies, and project implementation methods regarding the relationship between the campus and its environs are important to the success of joint-planning efforts.

Benchmarks

Many universities in redeveloping inner-city areas – such as the University of Pennsylvania, Columbia University, and Portland State University – are engaging in cooperative planning with their communities for the reasons discussed above. These and other examples are discussed here to illustrate the importance of this topic and to introduce successful redevelopment efforts that support the evaluation methods used in this study.

Figure 4 Columbia's Manhattanville Plan

Source: Marilyn Taylor, "Crossing Beyond the Boundaries: Columbia University in West Harlem" *Places* 17, no. 1 (January 2005).

Columbia University

In 2005 New York Construction News commended Columbia's Manhattanville Expansion Project, a master plan for the 32.6 acre Morningside Heights campus and the Columbia Medical Center. The plan establishes a 33-acre mixed use area between the two campuses and preserves cross-town streets and historic buildings as show in Figure 4. The design team conducted more

[59] Meyers and Fink, 72.

than 100 neighborhood forums which contributed to urban design elements such as voluntary setbacks and a sense of accessibility through use of glass façades and entrances.[60]

Columbus, Ohio

Columbus Ohio's form-based downtown zoning code encourages mixed use, attention to streetscapes, and high-quality, context-sensitive design. The downtown commission reviews and approves all projects, including public projects. On reviewing a project presented by Columbus State Community College, the commission suggested reduced setbacks and an entrance and windows facing the street. This project convinced the college to begin orienting itself to the street and to work with the nearby Columbus College of Art And Design to redevelop the shared parking between the campuses into a mixed-use area with a park, apartments, and retail.[61]

Portland State University

In 1995, the City of Portland adopted a University District Plan which, while recognizing the need for PSU to grow, designated boundaries for university expansion. The university, the city, the local redevelopment agency, and the transit authority worked cooperatively to coordinate plans for the downtown area. PSU led the University District planning process, working closely with residents and other stakeholders. All of the stakeholders in downtown Portland share a vision for an active, mixed-use community. The Urban Center and University Plaza were completed in 2000. The project is in a six-block redevelopment area that is planned to include a mix of commercial, retail, residential, and institutional development. PSU and the city also work together to maintain the Park Blocks, a large public green space that runs through the center of campus and into downtown Portland.[62]

The University of Pennsylvania

Before embarking on the West Philadelphia Initiatives, the University of Pennsylvania in Philadelphia had closed itself off from its deteriorating surroundings. "The university decided that it needed to 'reduce the physical isolation' of the campus with the neighborhood, so that the borders of the campus became a 'public seam' rather than a 'barrier.'"[63] Penn began considering community development in all campus planning decisions. The most relevant approach used by Penn is commercial development at the edge of campus, creating a lively mixed-use area with businesses serving both the campus and the community. This community revitalization initiative was sparked by a change in leadership at the university.[64]

University of Washington Tacoma

The Sierra Club's 2005 publication, *Building Better: A Guide to America's Best New Development Projects*, commends the University of Washington, Tacoma for their placemaking

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[60] Katherine S. Robertson, "Uptown Expansion; Columbia Set to Launch 30-Year Development Plan," *New York Construction News* 52, no. 8 (1 March 2005): 69.
[61] Brian Williams, "Designing a Downtown," *Planning* 70, no. 11 (December 2004): 20-23.
[62] Austrian and Norton, 116.
[63] Stuart Meck, "Keynoter Says Planning, Neighborhood Engagement Yield Big Bonuses" (American Planning Association), no date (28 March 2006). <www.planning.org/conferencecoverage/2005/sunday/opener.htm>.
[64] Rosenwald et al., 18-19.

efforts. "There is a seamless transition between the campus and the city."[65] A lightrail line runs in front of the campus where the university bookstore, restaurants, and retail establishments are located. Pedestrian improvements include landscaped medians, new sidewalks, trees, lighting, benches, and shelters. The University of Washington, Tacoma is revitalizing the urban core, rather than contributing to urban sprawl, as many universities have in the past.[66]

Washington D.C.

In Washington D.C., all universities must update their master plans about every ten years. They must conduct community meetings and public hearings, and plans are approved by various regulatory agencies. Although such planning requires a lot of effort, everyone benefits from fully-informed decision making. Universities have learned to consider several relevant design approaches based on their experience in this process, including: locating garages and loading docks away from neighbors, using building massing that is compatible with the scale of neighboring buildings, using details such as bay windows, using double rows of street trees, and designing buildings that create a memorable addition to the skyline.[67]

These examples show how universities and cities are trying to address urban form issues and enhance university districts. They also demonstrate how town-gown cooperation improves the likelihood of win-win outcomes.

This chapter reviewed literature on campus planning and the relationship of urban university campuses to the overall urban and social fabric. The discussion of campus planning trends showed how urban campus issues have developed. The material on university-community planning emphasized the importance of leadership, and clear and consistent plans. Overall, the literature review indicates that university-community integration is an important subject worthy of study, although little serious research of the subject has been undertaken since the 1970s. The background information in this chapter informs the case study methodology, the case studies, and the research conclusions covered in the remainder of this report.

[65] Sierra Club, *Building Better: A Guide to America's Best New Development Projects* (San Francisco, CA: Sierra Club, November 2005), 5.
[66] Sierra Club, 4-5.
[67] Steven Kleinrock and Roger Courtenay, "Washington Copes With Campus Growth," *Planning* 69, no. 9 (October 2003): 30-31.

CHAPTER 3 CASE STUDY METHODOLOGY

The case studies in the following chapters examine how universities have used recent development along their edges to achieve integration of their campuses with the surrounding urban fabric. The studies investigate the extent to which policies, leadership, and implementation processes support physical integration, and whether or not these factors influenced the outcomes of recent edge projects. Information for each case study was gathered from a number of secondary sources including newspaper articles, internet sources, and planning documents, and from interviews of individuals associated with the university and the community.

The case studies were conducted as follows.

a) Review university reports, plans, and policy documents, and articles and reports about planning at the university. Gather information about university history, general characteristics, and policies that support the integration of campus with the urban fabric. Policies of interest include overall goals for the physical campus, guidelines for projects along campus edges, and policies that support pedestrian connections through campus.

b) Review community plans and reports about planning in the surrounding community. Gather information about city goals and policies related to the university.

c) Interview the university planning office to understand the university philosophy, policies, and procedural approach to physical integration with the urban fabric, as well as the role of leadership. Based on these interviews, conduct additional interviews with city planners and other city representatives who have been involved in university development projects. Beginning with a general set of questions, designed interviews to gather information not available through documents reviewed in steps a) and b).

d) Conduct physical assessments to evaluate the connectivity of the campus in general and the design of edge projects in particular using the Connectivity Evaluation and Project Evaluation forms developed for this study (see Appendix A). Evaluate two recent projects on the edge of the university for their impact on the surrounding urban form—how well each project respects neighboring uses and creates a welcoming environment or special gathering place. The evaluation criteria developed for this study are discussed in more detail below.

The case studies use the information gathered from documents and interviews to inform a qualitative assessment of the impact of strong leadership and clear and consistent plans on campus-community planning approaches at each university. The case studies overview each university and its surrounding neighborhoods, and discuss leadership, campus planning goals, and decision-making processes. In addition, the case studies describe university-community relations and the impact of campus design on the larger community.[68] The case study conclusions discuss the impact of these factors on the physical assessment results. The research conclusions compare the relative impact of policies, leadership, and outreach at the four campuses, and identify common findings and themes.

[68] Austrian and Norton, 1.

Case Study Selection

In 2005, American Academy Fellow Robert Campbell noted that universities are acting as urban planners in two different ways. Some, like Columbia University in New York, are expanding into new parts of the city and redeveloping large areas, while others are reconfiguring the surroundings of their existing campuses.[69] The focus of this report is the latter form of planning and development – reconfiguration of the surroundings (through revitalization of edges and connections).

Time and budget restrictions limited the case studies to universities in or near California. Public universities were selected because they serve the larger public and therefore have an obligation to support physical integration with the surrounding built environment. In order to select case studies with high potential for integration, only campuses adjoining a grid street pattern on at least three sides were considered. Most campuses do not adjoin grid street patterns to this extent, which limited the selection of campuses substantially.

The case studies selected were California State University Northridge (CSUN), San José State University (SJSU), University of California Berkeley (UC Berkeley), and Portland State University (PSU) in Oregon. CSUN and SJSU are completely surrounded by a grid street pattern. PSU and UC Berkeley are surrounded by an urban grid on three sides. PSU and SJSU are adjacent to major downtown business districts, while UC Berkeley in located in a mid-sized city downtown. CSUN is located in the Los Angeles suburb of Northridge—the case study will indicate how trends related to physical integration are different in suburban versus denser urban areas. The unique character and priorities of each university and community are considered in the final analysis, which compares the level of integration at each campus based on the criteria described below.

Integration Evaluation Criteria

Evaluation of architecture and urban design is much the same for university building projects as for other major development projects. Recent literature on urban design evaluation, particularly as it relates to the concepts of new urbanism, discusses the design factors that should be evaluated to determine the effectiveness of projects in creating human-scale streets and public places. Specific elements that can be used to integrate new buildings and create active and safe urban environments were discussed under Benchmarks in the previous chapter. Literature on new urbanism and urban design provided additional criteria for this study as follows.

In 2004 Deitrick and Ellis published an investigation of new urbanist principles in the inner city. They identified key patterns that apply to university campuses such as: identifiable centers and edges; infill development; interconnected bike and pedestrian-friendly streets; mixed land uses; screened parking; well designed public gathering places; building typologies that create coherent urban form; parks connecting neighborhoods and districts; and design that respects local history and character.[70] Windows, doors, and retail uses will bring eyes on the street, creating

[69] Rosenwald et al., 17.
[70] Sabina Deitrick and Cliff Ellis, "New Urbanism in the Inner City: A Case Study of Pittsburgh," *Journal of the American Planning Association* 70, no. 4 (Autumn 2004): 427.

defensible space and safer outdoor environments.[71] Specific techniques such as special paving and lighting can also improve the safety of parking facilities.[72] Placemaking, connectivity, and access (to both alternative transportation and to buildings) will support non-motorized transportation and relieve traffic and parking problems.

Additional important elements for linking community development and design include: community involvement, which should precede and inform the project design; adaptation of vernacular elements to express local character and respect the existing urban fabric; short blocks; sidewalks; building entrances and windows that face the street; screening parking; and providing easy access to public transit.[73]

Tables 2 through 4 summarize the connectivity, edge, and project criteria developed for this study. The more general criteria (those with sub criteria indented beneath them in the tables) were evaluated subjectively, while the sub criteria and other specific criteria were evaluated more objectively. Each evaluation criterion was given a score of "no," "partially," or "yes." The criteria are operationalized by giving each major item a score of 0 (not met), .5 (partially met), or 1 (met) – except for criteria marked with an asterisk (*), which are scored in the opposite direction. For example, if the criterion for parking lots and garages along the edges of campus is

Table 2 Connectivity Criteria

Criterion	Points	Sources
Preserves urban grid	0, .5, or 1	Robertson (2005); *Partnerships for Smart Growth* (2006)
Short Blocks (East-West)	0, .5	Deitrick & Ellis (2004)
Short Blocks (North-South)	0, .5	Deitrick & Ellis (2004)
Pedestrian connections to transit	0, .5, or 1	Seirra Club (2005); Deitrick & Ellis (2004)
Benches	0, .5	Seirra Club (2005)
Shelters	0, .5	Seirra Club (2005)
Clear and attractive entrances	0, .5, or 1	Dober (1992); Austrian & Norton (2002)
Sidewalks along through streets	0, .5, or 1	Deitrick & Ellis (2004)
Ped-scale lighting	0, .5, or 1	*College Planning & Management* (2006)
Clearly marked crosswalks	0, .5, or 1	*College Planning & Management* (2006)
Interconnected paths through campus	0, .5, or 1	*Partnerships for Smart Growth* (2006)
Attractive paths through campus	0, .5, or 1	*Partnerships for Smart Growth* (2006)
Special paving	0, .5	Dober (1992)
Benches	0, .5	Dober (1992)
Public art	0, .5	Dober (1992)
Open space along connections	0, .5, or 1	Deitrick & Ellis (2004); *Partnerships for Smart Growth* (2006)
Plazas along connections	0, .5, or 1	Deitrick & Ellis (2004); *Partnerships for Smart Growth* (2006)
Buildings and landscaping create pedestrian corridors	0, .5, or 1	Dober (1992)
Maximum score	14.5	

[71] Oscar Newman, *Defensible Space* (New York: Collier Books, 1972).
[72] "Trends in Education," *College Planning & Management* (January 2006). <www.peterli.com/archive/cpm/1041.shtm>.
[73] Deitrick and Ellis, 437-439.

met, a score of 0 rather than 1 is given. The sub-criteria were scored "no" or "yes" and are given lesser weight (0 for not met and .5 for met). The literature supporting each criterion is also noted in the tables.

The connectivity criteria described in Table 2 evaluate how well campus paths facilitate bicycle and pedestrian travel through campus, as well as the quality of urban design along connections and the quality of public transportation facilities. Where automobile traffic is present, the quality of pedestrian facilities such as sidewalks and crosswalks is also evaluated.

The edge criteria described in Table 3 evaluate the amenities in place along the edges of campus that create a more pleasing public environment – such as street trees, pedestrian-scale lighting, parks, and plazas. Criteria also measure the quality of sidewalks and crosswalks, and safety features near parking garages. In addition, points are given when garages are well-screen with landscaping.

Table 3 Edge Criteria

Criterion	Points	Sources
Defined campus edges	0, .5, or 1	Dober (1992)
Street trees	0, .5	Dober (1992); Seirra Club (2005)
Signs	0, .5	Dober (1992)
Ped-scale lighting	0, .5	Dober (1992); Seirra Club (2005); *College Planning & Management* (2006)
Landscaped medians	0, .5	Seirra Club (2005)
Public art	0, .5	Dober (1992)
Parks and plazas along edges	0, .5, or 1	*Partnerships for Smart Growth* (2006)
Parking lots & garages along edges*	0, .5, or 1	Zosel (1997)
Screening (landscaping)	0, .5	Zosel (1997)
Safety (paving/lighting)	0, .5	*College Planning & Management* (2006)
Sidewalks along edges	0, .5, or 1	Seirra Club (2005); Deitrick & Ellis (2004)
Clearly marked crosswalks	0, .5, or 1	*College Planning & Management* (2006)
Maximum score	8.5	

The project criteria described in Table 4 evaluate the quality and compatibility of architecture and site design. Architectural criteria include design details, massing and scale, and features that address the street such as transparent entries, and windows (instead of blank walls). Screening of infrastructure such as parking and loading docks is also measured. Site design criteria include minimal setbacks, landscaping, and the presence of distinctive public spaces created through the use of paving, lighting, signs, benches, shelters and other urban design elements. Points are also given for mixed-use projects with ground floor retail or food uses facing the street.

Connectivity and edge criteria were evaluated at each campus by studying maps to gain an initial understanding of the features to be evaluated, and then riding a bicycle or walking through campus, taking notes, and scoring the criteria. Recent projects were similarly evaluated during a site visit. More details on the measurement of evaluation criteria are included in Appendix A.

Table 4 Project Criteria

Criterion	Points	Sources
Parking lots on street*	0, .5, or 1	Zosel (1997)
Garages and loading docks screened	0, .5, or 1	Kleinrock & Courtenay (2003)
Fences or barriers along the street*	0, .5, or 1	Zosel (1997)
Minimal building setbacks	0, .5, or 1	Robertson (2005); Williams (2004)
Massing is compatible with the scale of nearby buildings	0, .5, or 1	Kleinrock & Courtenay (2003)
Pattern, density, and layout compatible with nearby buildings	0, .5, or 1	Dober (1992)
Blank walls along the street*	0, .5, or 1	Zosel (1997)
Entrances facing the street	0, .5, or 1	Williams (2004); Deitrick & Ellis (2004)
Windows facing the street	0, .5, or 1	Williams (2004); Deitrick & Ellis (2004)
Recessed or transparent entries	0, .5, or 1	Robertson (2005); Zosel (1997)
Mixed-use (public uses on ground floor)	0, .5, or 1	Rosenwald et al. (2005); Williams (2004)
Street trees	0, .5, or 1	Kleinrock & Courtenay (2003)
Distinctive public space	0, .5, or 1	Levinson (2004)
Paved surfaces	0, .5	Dober (1992)
Unit paving	0, .5	*College Planning & Management* (2006)
Lighting	0, .5	Dober (1992)
Signs	0, .5	Dober (1992)
Display boards	0, .5	Dober (1992)
Bicycle racks	0, .5	Dober (1992)
Information kiosks	0, .5	Dober (1992)
Trash receptacles	0, .5	Dober (1992)
Fencing and bollards	0, .5	Dober (1992)
Benches and seats	0, .5	Dober (1992)
Shelters	0, .5	Seirra Club (2005)
Plantings	0, .5	Levinson (2004)
Clearly marked crosswalks	0, .5, or 1	*College Planning & Management* (2006)
Design respects local history and character	0, .5, or 1	Robertson (2005); Deitrick & Ellis (2004)
Design details (bay windows, etc)	0, .5, or 1	Kleinrock & Courtenay (2003)
Maximum score	22	

Table 5 Evaluation Categories

Score	Edges (8.5)	Connections (14.5)	Project (22)
High	8 – 8.5	13 – 14.5	20 – 22
High⁻	7 – 7.5	11 – 12.5	17 – 19.5
Medium	5.5 – 6.5	8.5 – 10.5	13 – 16.5
Medium⁻	4 – 5	6 – 8	9 – 12.5
Low	< 4	< 6	< 9

By fulfilling the urban design criteria, urban campuses can mitigate traffic and parking impacts and provide safe and pleasing public spaces for the larger community. The overall scores for connectivity, edges, and recent projects indicate the degree of integration achieved at the case study universities. The high, medium, and low categories defined in Table 5 are somewhat arbitrary and are simply meant to facilitate case study evaluation and comparison.

The methodology described in this chapter was used to gather source information and evaluate outcomes for the case studies in the following chapters. The format of the case studies varies slightly depending on the university's situation and the availability of information. CSUN is discussed in Chapter 4, followed by SJSU in Chapter 5 and UC Berkeley in Chapter 6. The PSU case study in Chapter 7 is intended as a control study because the campus is already known for a high degree of cooperative planning and integration.

CHAPTER 4 CALIFORNIA STATE UNIVERSITY NORTHRIDGE – CASE STUDY

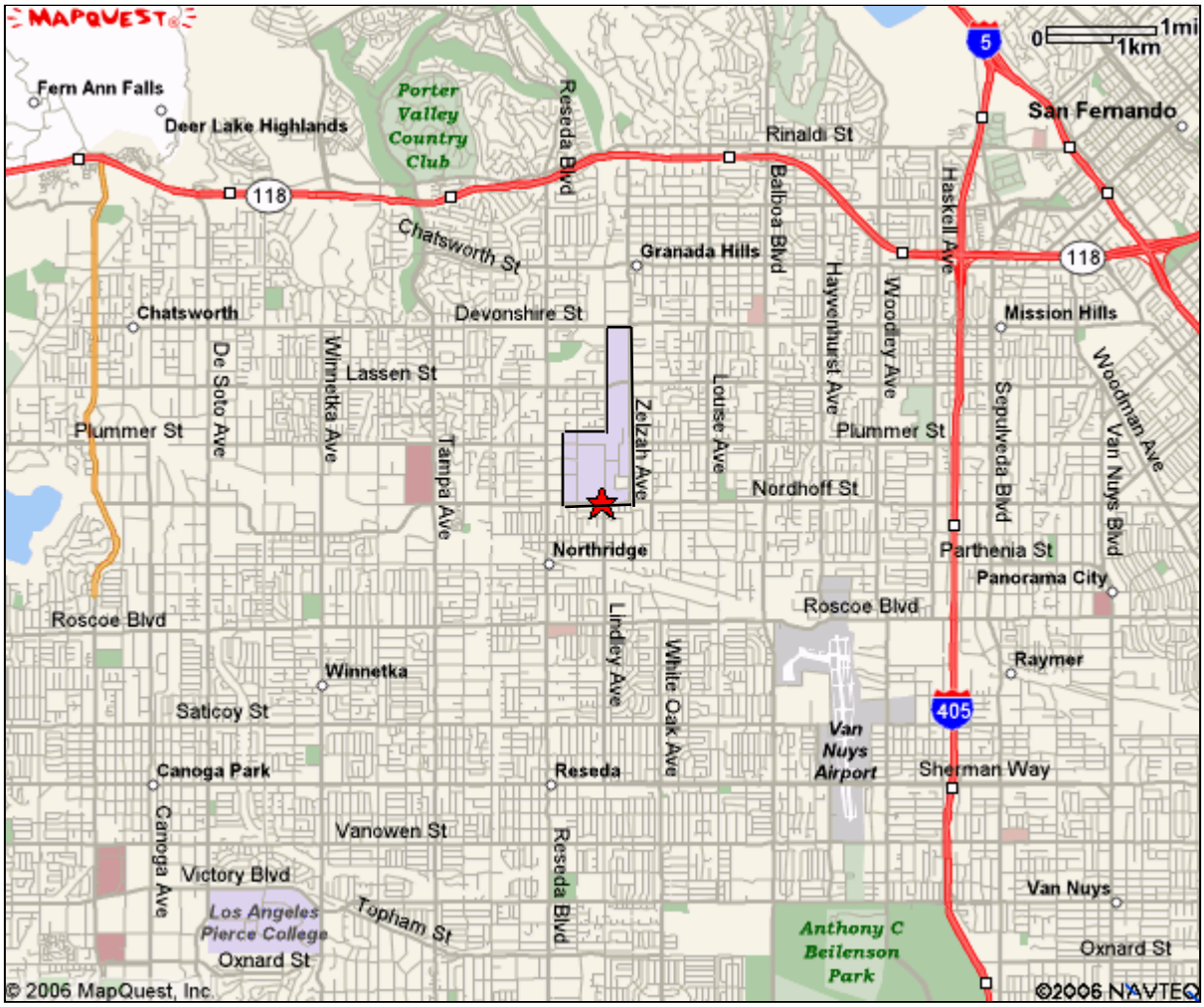
This case study looks at the impact of goals, policies, and leadership on outcomes related to physical integration at California State University Northridge (CSUN), a large campus located in the suburban community of Northridge. Northridge is situated in the San Fernando Valley and is part of the City of Los Angeles. The location of CSUN within the region is shown in Figure 5. San Fernando Valley is roughly within the blue square on this map. The map in Figure 6 illustrates the CSUN environs.

Figure 5 CSUN Regional Setting

Source: California State university Northridge, "Cal State Northridge in the Southern California Region," 23 May 1996 (29 April 2007). <www.csun.edu/~pubrels/directions/SoCalregionmap.html>.

The case study begins with background information about: campus history; current conditions related to enrollment, land use, and integration; neighborhood demographics; and the analytical framework for campus building projects and the community relationship. This is followed by analysis of the factors identified for study – leadership, university policies and practices related to physical integration and outreach, and city goals and policies related to CSUN. This analysis informs a discussion of the results from the evaluation of connections, edges, and recent edge projects at the campus. The conclusion looks at how the study factors are interacting to impact the condition and direction of the CSUN campus with respect to physical integration.

Figure 6 CSUN Environs



Source: MapQuest.com, Inc., generated by Katja Irvin (May 2006). <www.mapquest.com> [21 May 2006].

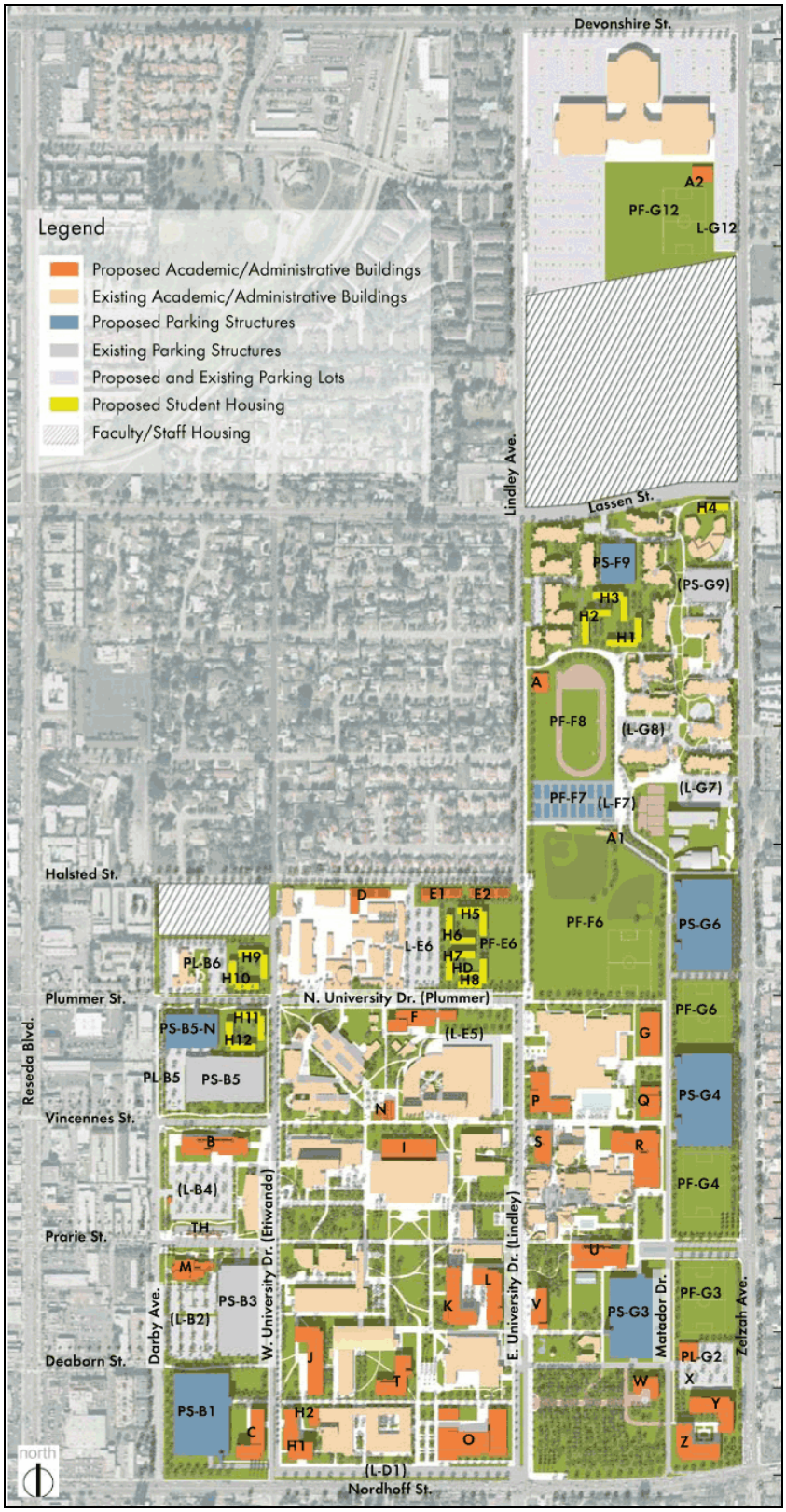
BACKGROUND

CSUN started in 1956 as an extension of the Los Angeles State College of Applied Arts and Sciences and became San Fernando Valley State College in 1958. At the time, the college enrolled about 3,300 students and employed 104 faculty members. The campus was given its current name in 1972. CSUN grew rapidly until a 6.7 earthquake struck the area in January 1994, damaging all campus facilities – and five major buildings beyond repair.[74]

The 1998 Master Plan for CSUN was developed largely to support earthquake reconstruction. The plan identified 21 sites for new academic and administrative buildings. By 2005, campus reconstruction was complete, and three new academic buildings and two parking structures were constructed on sites identified in the 1998 plan.[75] Figure 7 shows the layout of the existing and proposed academic buildings, parking structures, and student and faculty housing at CSUN. The plan also illustrates the pattern of open spaces areas, pathways, and roadways on campus.

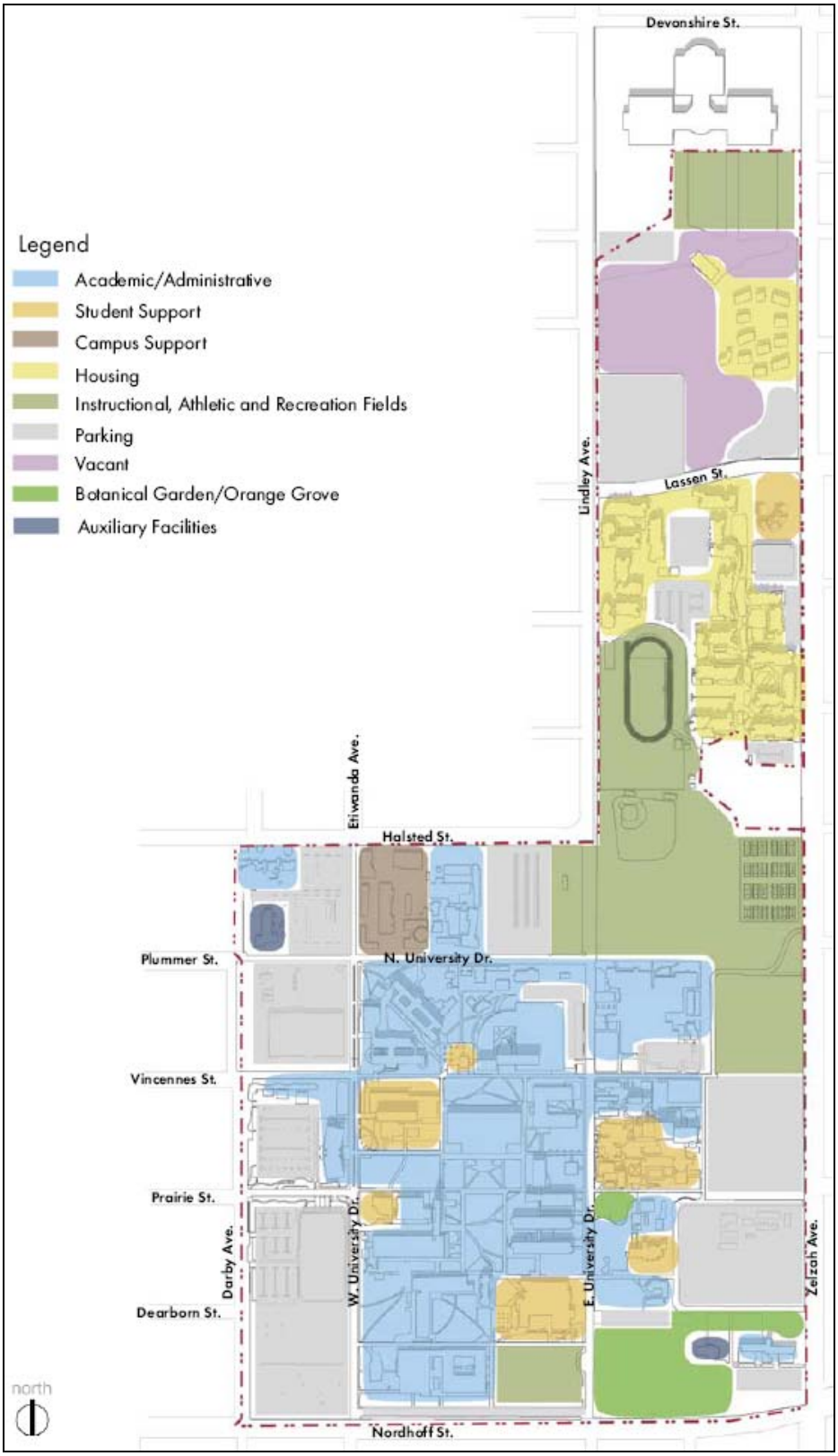
[74] CSUN, *California State University Northridge Master Plan Update Envision 2035* (February 2006), 29-30.
[75] Ibid., 41–42.

Figure 7 Final Phase – 2005 CSUN Master Plan



Source: CSUN, *California State University Northridge Master Plan Update Envision 2035* (February 2006), 25.

Figure 8 CSUN Existing Campus Land Use



Source: California State University Northridge, *California State University Northridge Master Plan Update Envision 2035* (February 2006), 46.

Enrollment at CSUN reached a record of 25,139 full-time equivalent students in fall 2005. The university currently has nine colleges and 46 departments and employs 2,017 faculty and 1,964 staff members. As of 2003, the 356-acre campus included 4 million square feet of academic and support facilities, 2,461 student beds, and 12,100 parking spaces. [76]

The *2005 Master Plan Update Envision 2035* – which aims to increase enrollment capacity at CSUN from 25,000 to 35,000 – was approved by the California State University Board of Trustees in March 2006. *Envision 2035* proposes 1.9 million square feet of new facilities, 2,688 new student beds, and up to 600 units of faculty housing. The plan could eventually bring the total number of parking spaces on campus to 17,528. [77]

The CSUN campus is composed of two connected land areas, the southern portion where most academic facilities are located, and an elongated northern section used for athletic facilities and housing. The campus is bounded by public streets on all sides and the campus is somewhat shut off from the surrounding community by high-traffic arterials—in particular Nordhoff St. to the south and Zelzah Ave. to the east. East and West University Drive enhance north-south connections to the urban fabric through the central campus, but east-west connections are not well-developed to the east along Zelzah Ave. – an area dominated by open space and parking uses. Student housing and vacant land also inhibits connections to the urban fabric in the north campus area. Existing land use on campus is shown in Figure 8.

Neighborhood Context

CSUN is located in the community of Northridge, an approximately 10 square mile planning area within the City of Los Angeles. Northridge is 22 miles from downtown Los Angeles, in the suburban San Fernando Valley.[78]

Land uses surrounding CSUN are primarily low-density residential with some multi-family residential along Darby Ave. and Zelzah Ave. Commercial uses are also located nearby (see Figure 9). Based on summaries available on the City of Los Angeles website, between 2000 and 2005, permits for new construction in Northridge were issued as follows: 117 single-family units; 311 multi-family units; 22,238 sq. ft. of office space; 22,815 sq. ft. of industrial space; and 298,890 sq. ft. and of retail space.[79] The most notable recent project completed near CSUN is a mixed-use project with 202 apartments and ground floor retail on Reseda and Plummer. Planners hope that this project will trigger additional development and revitalization of Reseda Blvd.[80]

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[76] *California State University Northridge: Community Impacts*, (Northridge, CA: Center for Southern California Studies, College of Social and Behavioral Sciences, California State University Northridge, November 2004). <http://www.csun.edu/images/impact.pdf>.

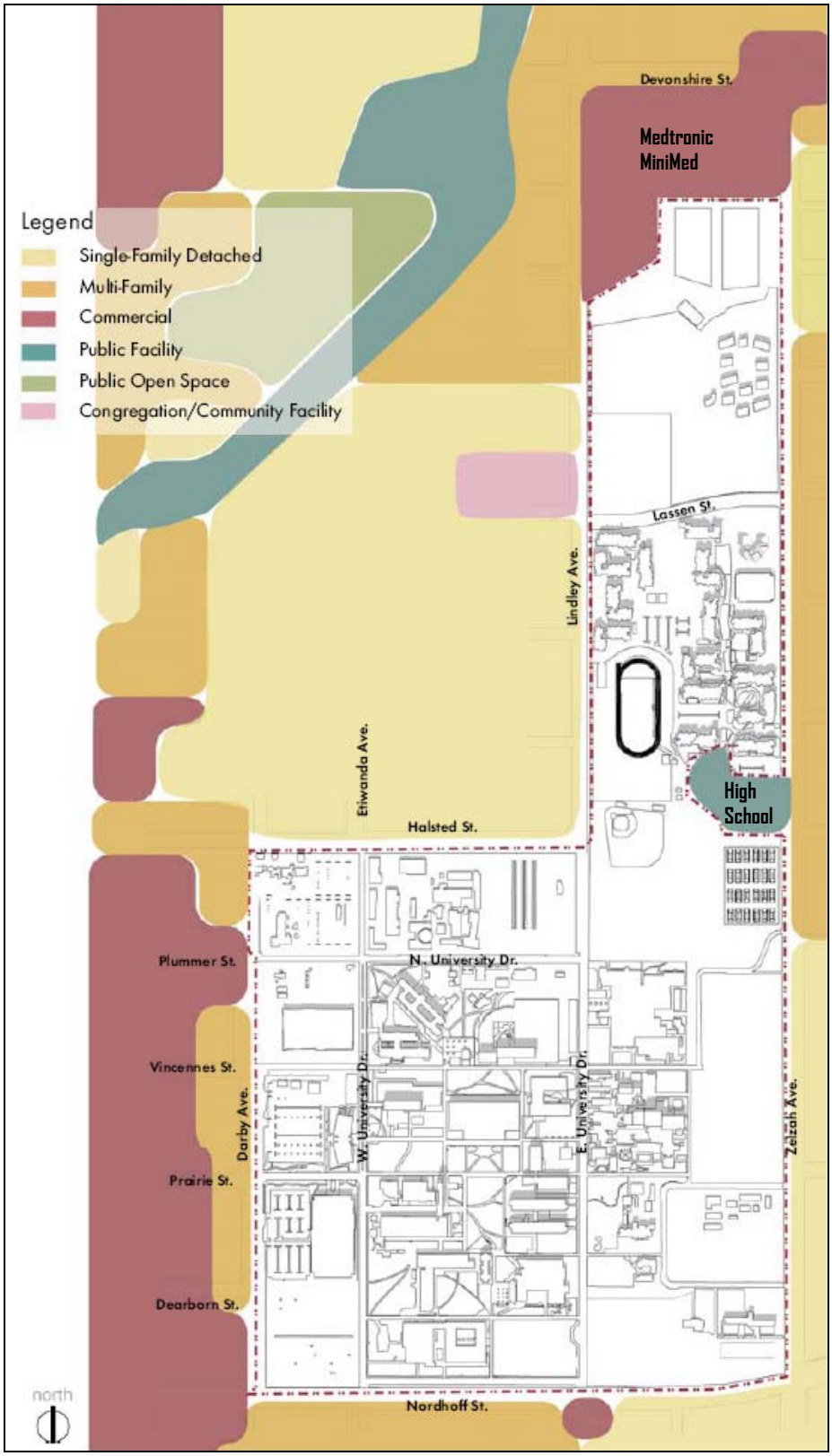
[77] CSUN, *California State University Northridge Master Plan Update Envision 2035* (February 2006), 24.

[78] City of Los Angeles, *Northridge Community Plan* (updated May 2001), I-1. <www.lacity.org/PLN/complan/pdf/nrdcptxt.pdf>.

[79] Los Angeles Department of City Planning, "Building Summaries," April 2007 (29 April 2007). <cityplanning.lacity.org/DRU/HomeBldg.cfm>.

[80] Hannah Lee, Associate Planning and Transportation Deputy, 12th District Council Member Greig Smith, telephone interview by author, 13 March 2007.

Figure 9 CSUN Existing Surrounding Land Use



Source: California State University Northridge, *California State University Northridge Master Plan Update Envision 2035* (February 2006), 44.

Demographics

Northridge has a higher percentage of Whites (50.2%) and Asians (18.8%) and a lower percentage of Hispanics (24.6%) and Blacks (6.0%) than the County of Los Angeles as a whole, which is 29.8% White, 13.2% Asian, 46.7% Hispanic, and 9.6% Black. 84.2% of Northridge residents have at least a high school diploma, and 38.2% have a bachelor's degree or higher, compared to 69.9% and 24.9% respectively for the county. Median household income is $55,695 compared to $42,189 for the county. Northridge also has a higher percentage of residents aged 20 to 24 (9.9%) and 25 to 29 (8.0%) than the county as a whole, which has 7.2% and 6.9% of the population in these age groups. These demographics seem to reflect a suburban community, but also may reflect the influence of CSUN on the community – with a high level of educational attainment and a higher number of residents aged 20 to 29.[81]

Analytical Framework

The framework for planning at CSUN is defined in the *2005 Master Plan Update Envision 2035*. The nature of recent development projects on campus and the relationship with the community also impact facilities planning at CSUN, as described in more detail below.

The main forces behind enrollment growth and facilities development needs at CSUN as follows.

- All California State University (CSU) campuses are planning for enrollment growth due to population growth in the State and demands for work-force training.
- A desire to enhance the identity of the university – CSUN lacks a strong physical presence despite its size and important role in the community.
- CSUN continues to offer a growing range of academic programs.[82]

Recent Development Activity

CSUN has seen extensive development activity in recent years. Three buildings were completed in 2000.[83] A new food service facility and an aquatics center were completed in 2003.[84] In addition, Parking Structure B5 and Parking Structure B3 (PS-B5 and PS-B3 in Figure 7) were completed in 2003 and 2005 respectively.[85] None of these new facilities, other than the parking garages, are located along the campus edges.

CSUN has been interested in pursuing joint-use projects to help pay for real estate development, and enhance the academic mission. A MiniMed facility, approved under the 1998 Master Plan, opened in early 2001 on 28 acres of leased property at the north end of campus. The lease provides income for CSUN and MiniMed provides opportunities for joint research and student

[81] City of Los Angeles, "Census 2000 Summary Data by Community Plan Area," May 2006 (21 May 2006). <cityplanning.lacity.org/DRU/C2K/C2KRpt.cfm?geo=cp&sgo=ct#>.
[82] CSUN, *California State University Northridge Master Plan Update Envision 2035*, 29-31.
[83] "$20M of New Campus Building Construction Gets Underway," *@CSUN.edu* IV, no. 2 (13 September 1999). <www.csun.edu/~hfoao102/@csun.edu/csun99_00/csun0913_99/building.html>.
[84] California State University Northridge, Facilities Planning, Design and Construction, "Campus Construction News Bulletin: Fall 2002," 21 August 2002 (23 March 2006). <www-admn.csun.edu/facplan/coninfo8_21.doc>.
[85] California State University, Northridge, "CSUN to Celebrate Addition of 1,350 Parking Spaces," 30 August 2005 (9 April 2006). <www.csun.edu/pubrels/press_releases/fall05/parking.html>.

internships.[86] However, the 500,000 sq. ft. building at the corner of Devonshire St. and Zelzah Ave. is set back substantially from street and is surrounded by surface parking. In addition, a Los Angeles Unified School District (LAUSD) high school opened on campus in 2004. CSUN benefited through a land swap for a site on the other side of campus, closer to the campus core.[87] The locations of these two projects are shown in Figure 9.

Community Relationship

Over the past decade, the leadership at CSUN has been sensitive to community concerns and has reached out to collaborate with local residents and businesses, and other government agencies. In particular, the university has begun a practice of engaging the community through task forces and public forums, especially when comprehensive planning is underway. In addition, university leaders have decided to withdraw or postpone controversial projects when faced with significant community opposition.

In 1997 CSUN proposed the University MarketCenter project on north campus, a public-private partnership with a real-estate developer. The project task force, which included business groups, community organizations, and homeowners associations, was able to develop a concept plan for the 65-acre north campus. The plan took many divergent views into account, and the project was eventually scaled down due to community concerns. Despite these efforts the project was withdrawn after the State Board of Trustees determined that the scaled-down MarketCenter was not financially viable.[88] In her report on these events, Interim President Louanne Kennedy said the task force was a model for future university/community consultation processes.[89]

In 1999, plans for the MiniMed facility on north campus moved forward with widespread support. At the same time however, CSUN President Blenda J. Wilson put plans for a football stadium on hold to avoid a possible homeowners' lawsuit.[90] More recently the university engaged the community in a comprehensive outreach process during the development of the *2005 Master Plan Update Envision 2035*. The plan emphasizes that the process "reflected the university's commitment to promoting its values in a democratic society, and its aspiration to operate with respect and cooperation with the larger community."[91]

According to Hannah Lee, Associate Planning and Transportation Deputy for 12th District Council Member Greig Smith, CSUN outreach has improved greatly in recent years. Director of Facilities Planning, Design and Construction, Colin Donahue, keeps the council office informed and the office submitted comments on the Envision 2035 Master Plan Environmental Impact Report (EIR). Comments that came out of the EIR scoping meeting did influence results. In

[86] "CSUN Biotech Project Headed for Late June Groundbreaking," *@CSUN.edu* II, no. 17 (26 May 1998). <www.csun.edu/~hfoao102/@csun.edu/csun97_98/csun0526_98/features/bio.html>.
[87] Colin Donahue, Director of Facilities Planning, Design and Construction, telephone interview by author, 3 May 2006.
[88] Trustees of the California State University, "Minutes of Meeting of Committee on Finance," 14 July 1998. <www.calstate.edu/BOT/Agendas/Sep98/Finance.pdf>.
[89] CSUN, "From the President's Desk," 1 October 1997 (9 April 2006). <www.csun.edu/~hfoao102/president_desk/desk_97/desk101.html>.
[90] "CSUN Biotech Project Headed for Late June Groundbreaking," *@CSUN.edu* II, no. 17 (26 May 1998).
[91] CSUN, *California State University Northridge Master Plan Update Envision 2035*, 32.

addition, the closure of Etiwanda has helped to improve CSUN's relationship with the community, because traffic and speeding conditions in the neighborhood have improved.[92]

CSUN has plenty of land and room for new facilities. Conflict would certainly be greater if the university was looking to expand into the surrounding community. Also, issues raised in the past are sure to resurface as development of the CSUN campus moves forward. Controversial university projects in the north campus, including student and faculty residential and retail development may cause conflicts with the surrounding community in the future. The university has recently shown a willingness to change plans and proposals based on community input, but they may not be as willing to compromise when major university objectives are at stake.

UNIVERSITY POLICIES AND PRACTICES

The following sections discuss how the decision-making process, leadership, and documented goals, policies and practices at CSUN support physical integration with the community of Northridge.

Decision-Making Process

Master plans and development projects at CSU campuses are subject to state land use regulations, but are not subject to local government regulations or approval. The CSU trustees must approve all master plans and major development proposals, as well as the EIRs associated with these projects. The 2005 Master Plan Update EIR states that documents for specific projects will be available for public review and comment as required by the California Environmental Quality Act.[93] CSUN does not have any documented policies or procedures regarding the public participation or review of comprehensive plans or development projects.[94]

Leadership

Although outreach procedures are not documented, CSUN's leadership has been sensitive to community pressure and the university has regularly engaged in community outreach efforts. President Louanne Kennedy, who praised the north campus task force, also teamed with LAUSD school board member Julie Korenstein to propose the idea for a high school campus at CSUN.[95] Korenstein worked with CSUN "three years to achieve her longtime goal of developing a high school focused on encouraging future teachers."[96] Public meetings were conducted during the planning process. Traffic was the largest neighborhood concern, along with parking, safety, and aesthetics. In the end, the State Board of Education certified the EIR for the project without challenge.[97]

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[92] Hannah Lee, telephone interview by author, 13 March 2007.
[93] CSUN, *2005 Master Plan Update Final Environmental Impact Report, Mitigation Monitoring and Reporting Program* (March 2006). <www.csun.edu/pubrels/envision2035/mitigation.pdf>.
[94] Colin Donahue, telephone interview by author, 3 May 2006.
[95] CSUN, "University and LAUSD Open First New High School in Three Decades," 9 September 2004 (9 April 2006). <www.csun.edu/~hfoao102/press_releases/fall04/highschool.html>.
[96] CSUN, "CSUN and LAUSD Break Ground on New Academy High School," 23 October 2002. <www.csun.edu/~hfoao102/press_releases/fall02/highschool.html>.
[97] Aspen Environmental Group, "LAUSD New School Construction Program EIR," no date (9 April 2006).

Under the leadership of CSUN President Jolene Koester, the Envision 2035 process included extensive community participation and collaboration with local agencies. Koester appointed a Physical Master Plan Committee, including three community members, to guide the process. Four community forums, one for each phase of the master planning process, were conducted in September and November 2004, and March and May 2005. Notifications were mailed to 23,000 homes and a website was set up to accept comments on the plan.[98] The forums included small discussion groups and were offered in both the morning and evening on the scheduled dates to encourage greater participation. Over 150 people attended the March forum.[99] In addition, the planning team consulted with the Los Angeles Department of Transportation, the Metropolitan Transportation Authority, and state and local governments throughout the process.[100]

On the other hand, integration with the urban fabric was not a top concern for Koester during the planning process. Her top priority was on-campus housing for students and faculty. Community members were more instrumental in establishing the focus on campus edges in the *Envision 2035* document.[101] However, strong university leadership may be necessary in the future, if CSUN constructs more buildings along the campus edges.

Goals and Policies

California State University Northridge 2005 Master Plan Update Envision 2035 contains many goals and policies that relate to improving the relationship of the campus to the surrounding urban fabric. The following planning objectives for campus and community are of particular interest.[102]

- Campus edges shall respect the University's neighbors by employing appropriate building set-backs, building heights, land uses and landscaping and screening.
- Pedestrian linkages between the campus and the surrounding areas shall be improved, especially via roads and pathways leading to the Reseda Boulevard corridor commercial venues and services…. [Reseda Blvd. can be seen to the left of CSUN in the maps in Figure 6 and Figure 7.]
- The University will seek to cooperate with the local business improvement organization to emphasize the surrounding area as a university district and to initiate identifying signage and landscape to better connect the campus with the local commercial neighborhood.
- New, strategically placed campus entries and new, high-capacity parking facilities will be located and managed with the goal of moving traffic off local streets quickly and efficiently.
- The existing campus entry at Etiwanda Avenue and Halsted Street will be closed to help decrease campus-bound traffic on local residential streets to the north and west of the campus.

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[98] Committee on Campus Planning Building and Grounds, Agenda Item 5, "Certify the Final Environmental Impact Report (FEIR) and Approve the Campus Master Plan Revision with Enrollment Ceiling Increase for California State University, Northridge," 14-15 March 2006. <www.csun.edu/pubrels/envision2035/bot_report.pdf>.
[99] "Draft Campus Master Plan Envisions CSUN's Path to the Future," *@CSUN* IX, no. 12 (14 March 2005), 1-2. <www.csun.edu/pubrels/community@csun/04-05/march05.pdf>.
[100] CSUN, *California State University Northridge Master Plan Update Envision 2035*, 33.
[101] Colin Donahue, telephone interview by author, 3 May 2006.
[102] CSUN, *California State University Northridge Master Plan Update Envision 2035*, 78.

Specific objectives for open space, design and development of landscape, and campus functional organization further support these goals. The master plan also specifies that additional housing in the north campus will be designed to complement neighboring residential uses, with community access to open space areas and retail uses. The plan also identifies sites for additional buildings and parking garages on the edges of campus. The guidelines for parking garages recommend that these structures integrate with the campus in term of scale, materials, and architectural design. Screening of automobiles and façade articulation are also recommended to improve the environment around facilities on the edge of campus.

The Master Plan design guidelines provide specific suggestions for implementing these objectives. For example landscape guidelines specify consistent edge treatments to enhance the campus identity, create views into campus, and screen unattractive views. Planting schemes, lighting, and banners are recommended. Of particular interest are the following guidelines for the design of buildings at public edges[103]:

- The use of articulation and façade modulation to reinforce pedestrian scale;
- Screening through use of architectural elements and/or landscape to respect neighboring uses without turning their backs to the adjacent community;
- Privacy of ground floor uses and screening from public view, particularly for student residential buildings;
- Use of landscape in setback areas;
- The potential need for noise-reducing glass or other sound insulation; and
- The need for building design to contribute to security and personal safety.

It is clear from the objectives and design guidelines discussed above that CSUN intends to improve the integration of the campus and the surrounding urban fabric.

CITY GOALS AND POLICIES

City goals and policies for planning in Northridge are established by the Los Angeles City Council with the guidance of the city planning department. Specific objectives, policies, and programs for Northridge are established in the *Northridge Community Plan*. A comprehensive update of community plan was completed in 2001. Community plans are part of the General Plan for the City of Los Angeles which is implemented largely through the zoning ordinance. [104]

The *Northridge Community Plan* identifies several areas of concern and mutual interest between the Northridge community and CSUN. The plan calls out the location of student housing as an issue (because it can have "adverse impacts" on adjacent residential neighborhoods), while the need for student housing is an opportunity. The community plan also calls out the development of the North Campus area as an issue, while the fact that the "development of the North Campus site will be reviewed under the project discretionary review process which will include public input from the community" is an opportunity.[105] The fact that each issue related to CSUN is also

[103] CSUN, *California State University Northridge Master Plan Update Envision 2035*, 187.
[104] City of Los Angeles, *Northridge Community Plan*, II-2 – II-3.
[105] City of Los Angeles, *Northridge Community Plan*, I-3 – I-4.

seen as an opportunity indicates an awareness of the need to reduce the impacts and increase the assets associated with the university campus.

The *Northridge Community Plan* includes several land use policies and programs that relate directly to CSUN or complement the objectives and goals of the university. With respect to commercial land uses, the plan contains a program item that suggests creating a Business Improvement District to improve and upgrade Reseda Boulevard, and take advantage of the proximity to the university and opportunities for pedestrian-oriented uses which could decrease vehicle trips.[106] Plan objectives promote public transportation and implementation of transportation demand management measures that include CSUN. [107]

Traffic is the most significant issue with respect to CSUN that is addressed by the community plan. The plan includes a program item to complete the extension of Plummer St. through the university "to relieve local traffic in the vicinity and to provide an important alternative route in and through the area."[108] The community intends to maintain the agreement with the CSU Board of Trustees that prevents the development of structures on this right of way. In addition, the plan also contains an objective to discourage non-residential traffic and parking on streets around CSUN. This objective is supported by program items that encourage traffic calming measures and recommend changes to the price structure of on-campus parking (i.e., reducing prices at under-utilized lots to encourage their use over street parking).[109]

Los Angeles City Council members are elected by district. There are fifteen districts in the City. In 2003, Grieg Smith was elected to represent District 12, which includes Northridge and several other communities in the northern San Fernando Valley. Smith's areas of focus include public safety, environmental protection, traffic and transportation, and economic development. He is interested in making government more accessible and believes in the importance of public participation.[110] Smith appears to be involved when specific issues related to CSUN arise. For example, he personally went door-to-door to survey neighbors before the existing campus entry at Etiwanda Avenue and Halsted was closed in January 2006.[111] Smith is also supporting development of the Valley Performing Arts Center at CSUN—he wrote a Los Angeles City Council resolution to gain the official support for the facility.[112]

On the other hand, Los Angeles City Planner Anna Vidal said that her department has little interaction with CSUN planners. CSUN tells the planning department when a project is coming up and encourages them to comment on environmental documents, but collaborative planning does not take place. Vidal said the Northridge Community Council has not been active lately,

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[106] City of Los Angeles, *Northridge Community Plan*, III-6 – III-7.
[107] City of Los Angeles, *Northridge Community Plan*, III-20.
[108] City of Los Angeles, *Northridge Community Plan*, III-24.
[109] City of Los Angeles, *Northridge Community Plan*, III-25 – III-26.
[110] City of Los Angeles, "Grieg Smith Council District 12," no date (21 April 2006). <www.lacity.org/council/cd12/cd12bo1.htm>.
[111] Joseph Wilson, "Street Closes after Neighbors Show Concern about Traffic," *Daily Sundial* (Northridge), 30 January 2006. <sundial.csun.edu/media/storage/paper862/news/2006/01/30/News/Street.Closes.After.Neighbors.Show.Concern.About.Traffic-1536247.shtml?norewrite200604231709&sourcedomain=sundial.csun.edu>.
[112] City of Los Angeles, "Greig Smith October Motions 2004," October 2004 (21 April 2006). <www.lacity.org/council/cd12/legislationlog/cd12legislationlog81924559_10292004.pdf>.

but she expects the proposed Performing Arts Center to generate concerns over traffic, as all CSUN projects do.[113]

Despite the lack of joint-planning, the goals in the *Northridge Community Plan* and the priorities of local leaders are mostly aligned with goals and policies in the CSUN master plan.

URBAN FORM EVALUATION

The urban form characteristics at CSUN were evaluated on March 30 and 31, 2006 using the assessment instrument developed for this study (see Case Study Methodology, Evaluation Criteria on page 18).

Connectivity and Edges

The following sections discuss how well the campus integrates with the surrounding urban fabric according to the new urbanist design criteria for connectivity and edges.

Edges

The campus edges scored 4.5 of 8.5 possible points on the edge criteria as detailed in Table 6. Criteria met include street trees, signs, and public art along the campus edges, screened parking garages, and sidewalks. However, the signs along the edges of campus are not very legible (see Figure 10). The criteria for defined edges, parks and plazas along edges, and clearly marked crosswalks were partially met. Parks and open space enhance the eastern edge of campus (see Figure 11). However, there are few buildings along the edges of campus, providing few opportunities for public plazas. Criteria not met include: streets with landscaped medians or other forms of traffic calming; special lighting along the edges of campus; and the existence of parking garages along the edges of campus without lighting or special surfaces to enhance safety.

Table 6 Edge Criteria – CSUN

Defined edges	.5
Street trees	.5
Signs	.5
Lighting	0
Landscaped medians	0
Public art	.5
Parks/plazas along edges	.5
Parking lots/garages along edges*	0
Screening	.5
Safety	0
Sidewalks along edges	1
Clearly marked crosswalks	.5
Edges - Total Score	**4.5**

The following observations from the recently approved 2005 Master Plan support the assessment results for campus edges:

1. For the most part the campus edges do not provide a distinctive identity. Aside from the Nordhoff Street edge, landscaping along the campus edges is non-descript and inconsistent.
2. Parking garages and surface lots along Darby Ave. and Zelzah Ave. contribute to the isolation of surrounding uses from the well-landscaped campus interior. The photos in Figures 10 and 12 illustrate the very different feel of the edge from the campus interior.

[113] Anna Vidal, Associate Planner, City of Los Angeles Department of City Planning, telephone interview by author, 16 April 2007.

3. There are no significant indicators of CSUN's presence along Reseda Blvd., a major commercial corridor one block west of campus, nor along the short blocks that connect Reseda to the western edge of campus.

Figure 10 Campus Edge

Figure 11 Edge Enhanced by Open Space
(Also shows poor connections to transit)

Source: Photo by author

Figure 12 Campus Interior

Source: Photo by author

Bicycle, Pedestrian, and Transit Connections

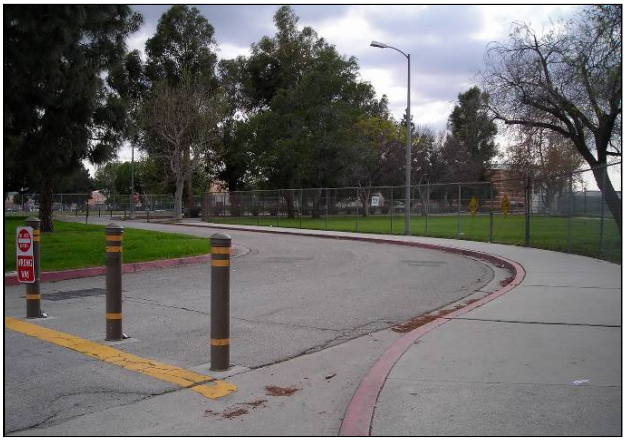
The CSUN campus scored 9 of 14.5 possible points for overall connectivity as detailed in Table 7. Criteria met include short blocks, benches along pedestrian connections, and sidewalks, special lighting, and crosswalks along through streets. In addition, connections through campus are attractive, featuring open space and plazas with special paving, benches an public art. Criteria partially met include preserving the urban grid, direct and attractive paths through campus, and the use of landscaping and buildings to create pedestrian corridors. However, the attractiveness of paths thorugh campus varies significantly. Criteria not met include pedestrian connections to transit, attractive entrance gateways, and shelters at transit connections. In addition, bike lanes along Plummer do not continue through campus. Despite these potential enhancements, there are many attractive, direct, and accessible paths through the campus, which also preserves the short blocks of the urban grid, allowing the free flow of non-motorized traffic in the area.

Table 7 Connectivity Criteria – CSUN

Preserves urban grid	.5
Short blocks(East-West)	.5
Short blocks(North-South)	.5
Pedestrian connections	0
Benches	.5
Shelters	0
Attractive entrances	0
Sidewalks along through streets	1
Ped-scale lighting	.5
Crosswalks	.5
Direct paths through campus	.5
Attractive paths through campus	.5
Paving	.5
Benches	.5
Public art	.5
Open space along connections	1
Plazas along connections	1
Buildings and landscaping create pedestrian corridors	.5
Overall Connectivity - Total Score	**9**

Figures 13 and 14 show locations along the east edge of campus where the urban grid could connect into campus, but where the current edge treatment fails to create legible or attractive pedestrian entryways.

Figure 13 Poor Connection at Plummer



Source: Photo by author

Figure 14 Poor Connection at Prairie

Source: Photo by author

Evaluation of the campus edges and the pedestrian connections through campus indicated that CSUN is not well integrated with the surrounding urban fabric. Campus entrances are not attractive in general and connections to transit are poorly developed. However, the entrances off Nordhoff (see in Figure 15) show the potential for landscaping to improve the campus image.

Figure 15 Campus Entrances Show the Potential of Landscaping

Source: Photos by Author

The *Northridge Community Plan* establishes Design Policies aimed at enhancing the community's identity and boundaries through streetscape and landscaping improvements that reflect the unique attributes of the community within the City of Los Angeles.[114] These objectives are echoed in *Envision 2035*, which similarly establishes objectives and policies to enhance the boundaries and identity of the campus. This evaluation of connectivity and edges indicates that implementation of these policies could benefit both CSUN and the community.

Recent Projects

No academic or administrative buildings were recently completed at the edge of the CSUN campus, so the projects evaluated for this research were Parking Structure B5 completed in 2003, and the LAUSD high school completed in 2004. The locations of these projects are outlined in red on Figure 16. The following sections summarize the urban design evaluations and the role of leadership, plans, policies and implementation practices in determining the relationship of each project to the larger urban fabric.

Figure 16 Location of Evaluated Projects

[114] City of Los Angeles, *Northridge Community Plan*, V-5.

Parking Structure B5

Parking Structure B5 is located on the corner of Darby Ave. and Vincennes St., one block east of the Reseda Blvd. commercial corridor. Planning for this 1,300-space parking structure began after a traffic study in 2000-2001.[115] As detailed in Table 8, the parking garage scored 8.5 of 22 possible points for its contribution to the edge conditions compared to a score of 17 points for the three-story apartment building across the street. The apartment building entrance faces away from campus, and poorly-maintained landscaping and plain walls face towards campus, as shown in Figure 17.

Parking Structure B5 scored points on the urban form evaluation for screening, recessed entries, and massing and layout that is compatible with surrounding structures. The use of color and design details also helps to soften the building. No barriers separate the building from the street, and the streetscape is enhanced with street trees, plantings, and trash receptacles. The criterion for clearly marked crosswalks was partially met. However, the project failed to score points because the building is set back and there is a parking lot between the building and the street. Instead of windows or entrances, blank walls face the street and the streetscape lacks special paving or lighting, signs, bollards, bike racks, benches, or shelters. In addition, the garage is not a mixed-use project.

Table 8 Project 1 Criteria – CSUN

Parking lots on street	0
Garages/loading docks screened	1
Fences/barriers along street	1
Minimal building setbacks	0
Massing/density compatible	1
Pattern/layout compatible	1
Blank walls along street	0
Entrances facing street	0
Windows facing street	0
Recessed/transparent entries	1
Mixed-use	0
Street trees	1
Distinctive public space	0
Paved surfaces	0
Unit paving	0
Lighting	0
Signs	0
Display boards	0
Bicycle racks	0
Information kiosk	0
Trash receptacles	.5
Fencing/bollards	0
Benches/seats	0
Shelters	0
Plantings	.5
Clearly marked crosswalks	.5
Design details	1
Design respects local character	0
Project - Total Score	**8.5**

Figure 17 Across from Parking Structure B5

Source: Photo by author

[115] Colin Donahue, telephone interview by author, 3 May 2006.

Parking Structure B5 scored relatively high considering the use. The CSUN master plan identifies the project as an example for siting and design of parking structures through use of materials and colors that tie into the campus architecture, and landscaping that creates an attractive pathway and mediates the scale of the structure.[116] However, these elements are used to a greater extent on the campus sides of the structure, which are significantly more attractive than the city-facing side. These differences are shown in Figures 18 and 19.

Figure 18 Parking B5 Street Edge

Source: Photo by author

Figure 19 Parking B5 Campus Edge

Source: Photo by author

This analysis indicates that CSUN could pay closer attention to the impacts of parking structures on the character of the campus edge, and the message about campus identity that is communicated to university neighbors and the general public.

Northridge Academy High School

The 115,000 sq. ft. Northridge Academy High School is located on the east edge of the CSUN campus at the intersection of Zelzah Avenue and Halsted Street. The 8-story University Tower Apartments previously located at the site were damaged in the 1994 Northridge earthquake. The building was demolished in 1994, leaving the site vacant.[117] The school opened in fall 2004 after more than four years of planning between the LAUSD and CSUN. As detailed in Table 9, the high school scored 11.5 of 22 possible points for its contribution to the edge conditions compared to a score of 13 points for the three-story apartment building located across the street (shown in Figure 20).

Figure 20 Across from High School

Source: Photo by author

[116] CSUN, *California State University Northridge Master Plan Update Envision 2035*, 196.
[117] Los Angeles Unified School District, *Draft Environmental Impact Report for the Valley New High School No. 1*, Aspen Environmental Group, Agoura Hills, Ca, October 2001. <www.northridgecouncil.org/lasud/lausdcsunedit-index.htm>.

The high school scored points on the urban form evaluation for: screening; recessed entries; compatible massing and layout; design details that respect local character; and windows facing the street. There are no blank walls or barriers along the street, and the streetscape is enhanced with street trees, plantings, and paved surfaces. The criterion for entrances facing the street was partially met. However, the project failed to score points because the building is set back and there is a small parking lot between the building and the street. The streetscape lacks special paving or lighting, signs, bollards, trash receptacles, bike racks, benches, or shelters, and there are no crosswalks nearby. Also, the school is not a mixed-use project.

Being a high school, the facility creates some barriers to physical integration. LAUSD high schools are closed campuses and surrounding neighborhoods are sensitive to traffic and safety issues. There is little incentive to create distinctive public spaces in front of such a building. Other place-making opportunities such as mixed-uses and minimal setbacks may also not be achievable at a suburban high school because there is no density to support retail and automobile drop-offs must be accommodated.

Despite these barriers, the school contributes to the campus edges with its distinctive architectural appearance, landscaping, and street trees. The edge conditions on either side of the street are shown in Figures 20 and 21.

Table 9 Project 2 Criteria – CSUN

Parking lots on street	0
Garages/loading docks screened	1
Fences/barriers along street	1
Minimal building setbacks	0
Massing/density compatible	1
Pattern/layout compatible	1
Blank walls along street	1
Entrances facing street	.5
Windows facing street	1
Recessed/transparent entries	1
Mixed-use	0
Street trees	1
Distinctive public space	0
Paved surfaces	.5
Unit paving	0
Lighting	0
Signs	0
Display boards	0
Bicycle racks	0
Information kiosk	0
Trash receptacles	0
Fencing/bollards	0
Benches/seats	0
Shelters	0
Plantings	.5
Clearly marked crosswalks	0
Design details	1
Design respects local character	1
Project - Total Score	**11.5**

Figure 21 Northridge Academy HS

Source: Photo by author

CONCLUSION

Recent planning and project development trends at California State University Northridge show the need and desire to address campus form as it relates to the surrounding urban fabric. Rebuilding after the 1994 Northridge earthquake gave the university an opportunity to create exceptional pedestrian connections and pedestrian-oriented campus form within the academic core of the campus. *2005 Master Plan Update Envision 2035* policies show that the university intends to extend many of these design practices to the campus edges. Overall CSUN scored low on the integration assessment, indicating a need for these new policies and objectives to be implemented as soon as possible.

Envision 2035 specifies additional uses – including housing, academic buildings, and a new performing arts center – directly along the campus edges, some with minimal setbacks. The willingness to bring academic and cultural uses to the edge of the campus seems like a positive trend because the campus edges are currently dominated by parking and open space. It would be interesting to return to CSUN in five or ten years to evaluate the progress made under the latest master plan, which includes specific objectives for campus and community, as well as design guidelines for buildings on the campus edges.

The *Northridge Community Plan* contains several goals aimed at traffic and parking impacts of CSUN, such as transportation demand management and traffic calming. The plan also states the community's interest in the development of north campus and student housing in particular. Both the community and CSUN want to establish a clearer identity, and developing the Reseda Avenue business corridor is also a mutual priority. However, there is no working relationship between CSUN and the City of Los Angeles Planning Department. Resources are undoubtedly short on both ends, but collaboration might help Northridge to achieve these shared goals.

The evaluations of campus edges and connections presented in this case study help to explain how leadership, policies, and implementation practices have influenced the relationship of CSUN to the surrounding urban fabric. Table 10 summarizes the evaluation results with respect to the hypothesis of this research. The campus edges and connections scored medium- and medium respectively on the urban form criteria for several reasons, including the suburban nature of the area and lack of high-level university leadership. Recent projects on the campus edges scored low and medium- respectively. Certain uses (parking and a public high school in this case) are rarely amenable to the creation of special public places, but at least these projects have created a pleasant streetscape.

Although outreach to the community has increased in recent years, the community mostly wants to preserve the suburban nature of the area. The low scores for urban design at CSUN can partially be attributed to that suburban environment, which is auto-oriented and does not have the density to support public spaces or mixed-use projects. Nonetheless, CSUN has done a reasonable job creating attractive façades and/or screening recent projects along the campus edges. In addition, the university has shown concern for its neighbors when planning and developing new facilities. Still, there is much potential to improve the edges and make the CSUN campus more welcoming to the community in general.

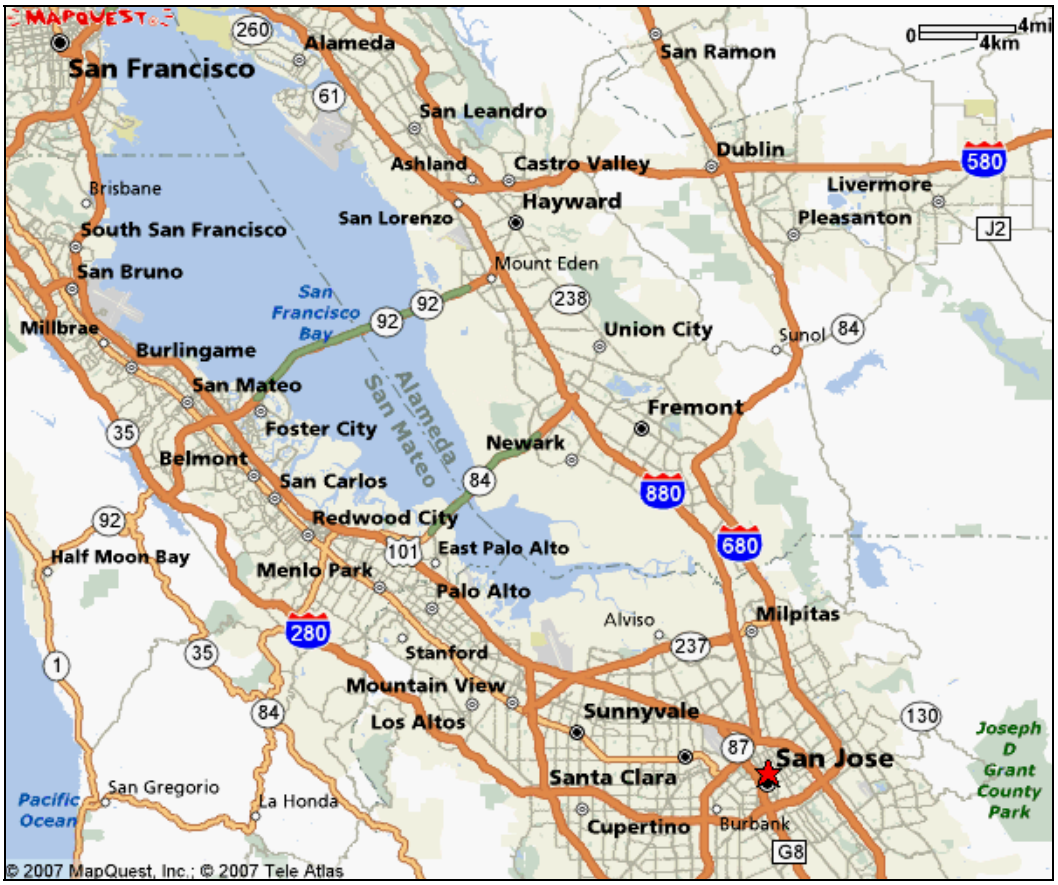
Table 10 CSUN Case Study Summary

Assessment Category / Score	Policies/Practices	Leadership	Community Outreach
Edges 4.5 out of 9.5 Medium⁻	Master plan includes goal to respect neighbors by employing appropriate building set-backs, building heights, and land uses, and landscaping and screening Design of edge projects seems to be improving but most development has occurred in the campus interior	President Jolene Koester's priority during the master planning process was student and faculty housing – not urban design	Community members were more instrumental in establishing a focus on campus edges in the master plan, which includes specific landscape and building design guidelines for edge projects
Connections 9 out of 14.5 Medium	Master plan includes goal to improve linkages with the surrounding area Community plan goal to promote public transport and reduce traffic	Support of council member for Etiwanda street closure	Street closure requested by neighbors and outreach was conducted
Project #1 Parking B5 8.5 out of 22 Low	The need for parking at this commuter campus requires the construction of parking garages Master plan guidelines for parking garages recommend screening and façade articulation to improve the environment on the edge of campus	The project is cited as an example of parking garage design	Public outreach was not conducted for this project
Project #2 High School 11.5 out of 22 Medium⁻	There is interest in pursuing joint-use projects to help pay for real estate development, and enhance the academic mission	Interim President Louanne Kennedy teamed with LAUSD school board member Julie Korenstein to propose the high school	LAUSD conducted community meetings
Overall Integration Assessment Medium⁻	Policies are in place, but few projects are planned along the edges of campus The suburban nature of the area does not encourage public plazas or mixed uses	President Koester supported community outreach during the master planning and north campus planning processes Leadership is focused on matters other than enhancing campus edges and connections	Facilities department has established a precedent and process for community outreach during major planning efforts Community outreach resulted in cancellation of University MarketCenter project Lack of coordination with city planning department

CHAPTER 5 SAN JOSÉ STATE UNIVERSITY – CASE STUDY

This case study looks at goals, policies, and outcomes related to physical integration with the urban fabric at San José State University (SJSU), a compact urban campus adjacent to downtown San José, California. San José is situated at the southern end of the San Francisco Bay, about 50 miles south of San Francisco. The location of SJSU within the San Francisco Bay Area is shown in Figure 22 and the location within downtown San José is shown in Figure 23. Most facilities are located on the 88.5-acre Main Campus. The Spartan Stadium, athletic facilities, and overflow parking are located on 62-acre South Campus, one mile to the south on 7th Street.

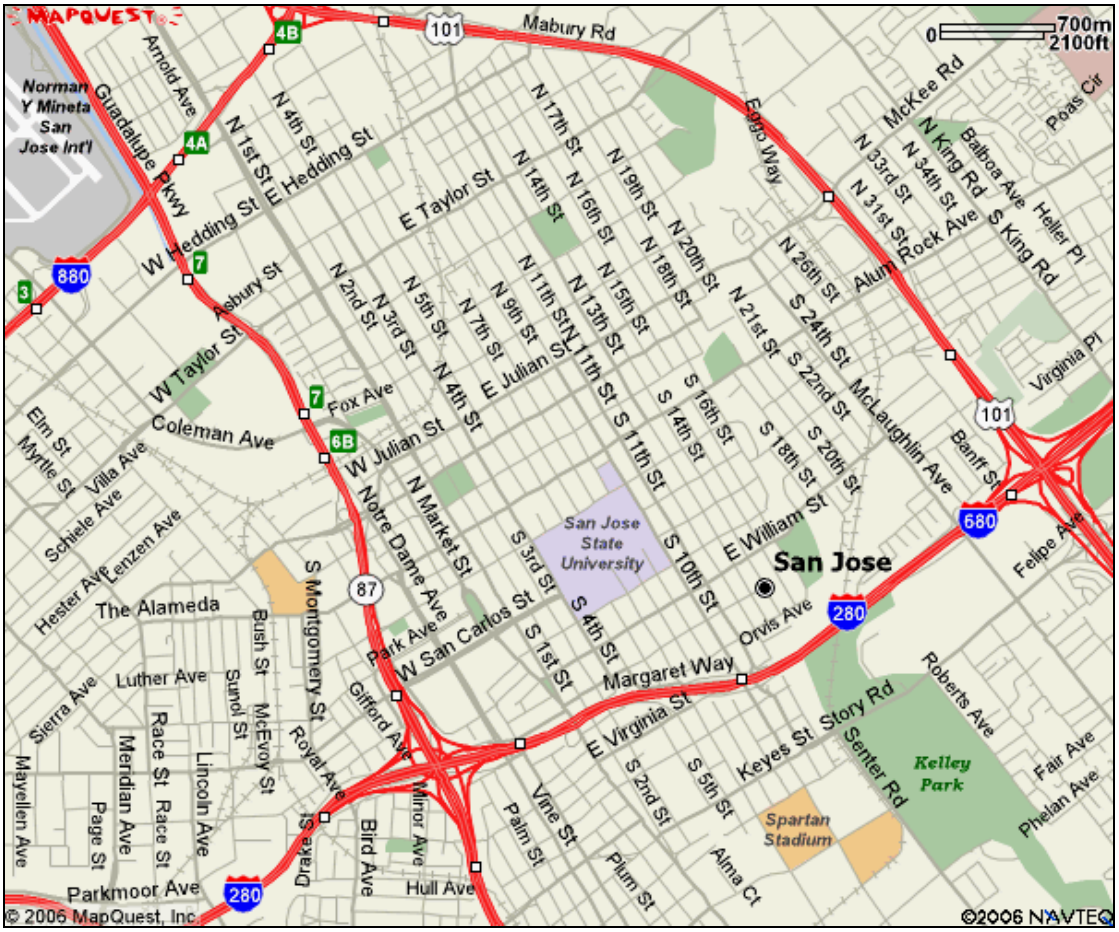
Figure 22 SJSU Regional Setting



Source: MapQuest.com, Inc., generated by Katja Irvin (May 2007). <www.mapquest.com> [1 May 2007].

The case study begins with background information about: campus history; current conditions related to enrollment, land use, and integration; neighborhood demographics; and the analytical framework for campus building projects and the community relationship. This is followed by analysis of the factors identified for study – leadership, university policies and practices related to physical integration and outreach, and city goals and policies related to SJSU. This analysis informs a discussion of the results from the evaluation of connections, edges, and recent edge projects at the campus. The conclusion looks at how the study factors are interacting to impact the condition and direction of the SJSU campus with respect to physical integration.

Figure 23 SJSU and Downtown San José



Source: MapQuest.com, Inc., generated by Katja Irvin (September 2006). <www.mapquest.com> [10 September 2006].

BACKGROUND

A public institution of higher education has operated at the site of SJSU since the California State Normal School relocated from San Francisco to San José in 1870. The campus was first landscaped in 1881 and became an attraction for the city.[120] The two-building campus was damaged beyond repair in the 1906 earthquake. Tower Hall, now the oldest building on campus, was completed in 1910. Expansion to the South Campus began with construction of a stadium in 1933. The Normal School was renamed the San José State Teacher's College in 1921 and again to San José State College in 1935.[121] After WWII, the college acquired additional land for expansion and more than 20 new buildings were constructed by 1970. In 1972 the college was elevated to university status and became San José State University. Enrollment had increased from 7,000 in the late 1940s to 10,000 in the late 1950s to over 20,000 students by 1974.[122]

[120] Benjamin F Gilbert and Charles Burdick, *Washington Square, 1857-1979* (San José: San José State, 1980), 77.
[121] San José State University, "A Brief Overview of SJSU," no date (11 September 2006). <www.sjsu.edu/about_sjsu/facts_and_figures/introduction/>.
[122] SJSU, *Historical Resources Survey* (San José: San José State University, 30 November 2005), 1–2.

Earlier in its history, the college allowed the city to place other public uses on the campus. A high school was located at the corner of San Fernando and 7th Streets from 1897 until the mid-1950s,[123] and a city library was located at the corner of San Fernando and 4th Streets from 1901 until the building became the first Student Union in 1936.[124] College presidents have long sought to enhance the campus-community relationship. President Thomas MacQuarrie (1927 – 1952) made a speech on "The College and the Community" in 1927 and encouraged a "Little Theater" that served the community. The original campus was beginning to get crowded in the early 1930s but MacQuarrie thought it was important for the campus to stay downtown to maintain the close relationship with the community.[125] During his induction remarks, President John Wahlquist (1953 – 1964) said "town and gown should live together harmoniously; their problems are, in the long run, of mutual concern."[126] Wahlquist took the campus into the community by introducing the first major evening program in the state. He also established summer institutes and business workshops and arranged for symposiums and citizen exchanges. His efforts resulted donations from the local business community for fellowships and research.[127]

Despite Wahlquist's efforts to foster a strong town and gown relationship, circumstances were largely out of his control. During the 1950s and 60s the city and university were too busy expanding and building to pay attention to the physical relationship. Suburban flight left little for the campus to relate to and reduced the importance of college within the city. To make matters worse, cost-conscious state architects paid little attention to urban design or aesthetics in general.[128] Wahlquist's successor President Robert Clark (1965 – 1969) was concerned with the aesthetics and wanted to prevent blocks of adjacent high-rises on campus. He championed the preservation of Tower Hall and its park-like environment, receiving much support from the student body and the community.[129] Nonetheless, by the time the period of rapid building had ended in 1970, the university was surrounded by a slum and shut off by what was know as the "great wall", a fortress of university buildings along 4th Street.[130]

Changes envisioned in the 1995 *Campus Landscape Master Plan* began a transformation of the Main Campus which continues today. The plan proposed malls, plazas, gateways, and a quadrangle in each of four campus "quadrants." In 1996 San Carlos Streets was closed to through traffic and San Carlos, 7th, and 9th Streets were converted into "Paseos" (7th Street had been closed to traffic in 1963 and 9th Street in 1974).[131] These landscaped areas now unify the campus environment and provide pedestrian connections. In 1999 gateways were constructed at most locations where city streets meet the SJSU campus. Figure 24 shows the layout of the existing buildings and open spaces on the Main Campus.

By 2000 the Main Campus was home to more than 50 buildings up to twelve stories high, with five million gross square feet of academic and support facilities, 1,700 student beds, and 5,553

[123] Gilbert, 95.
[124] Gilbert, 112, 146.
[125] Gilbert, 141, 144.
[126] Gilbert, 152.
[127] Gilbert, 161 – 162.
[128] Gilbert, 164.
[129] Gilbert, 173.
[130] Gilbert, 210.
[131] James P. Walsh, *San José State University: An Interpretive History, 1950–2000* (San José: San José State University, 2003), 134.

parking spaces.[132] In 2005, 22,317 full-time equivalent students (FTEs) were enrolled in SJSU's seven colleges, which offered 69 bachelors and 65 master degrees and employed 1,590 faculty.[133]

Figure 24 SJSU Buildings and Open Space

Source: SJSU, "Campus Map," no date (11 September 2006). <www.openu.sjsu.edu/documents/campus-map-abpdfbb/>.

[132] SJSU, *Master Plan 2001* (San José: San José State University, 2001), 2-13. <sjsu.edu/pdc/masterplan/>.
[133] San José State University, "Facts and Figures," no date (11 September 2006). <www.sjsu.edu/about_sjsu/facts_and_figures/index.htm>.

SJSU's current master plan accommodates enrollment increases from about 20,000 FTEs in 2000 to 25,000 FTEs by 2008. The plan proposes 1.5 million square feet of new facilities and almost 1.2 million square feet of housing to accommodate 4,000 additional students, faculty, and staff on campus. Although the plan does not propose additional parking spaces on the Main Campus, conceptual designs for a new 1,200-space parking structure on 10th Street (north of the Business Tower) were completed in 2006.[134]

Neighborhood Context

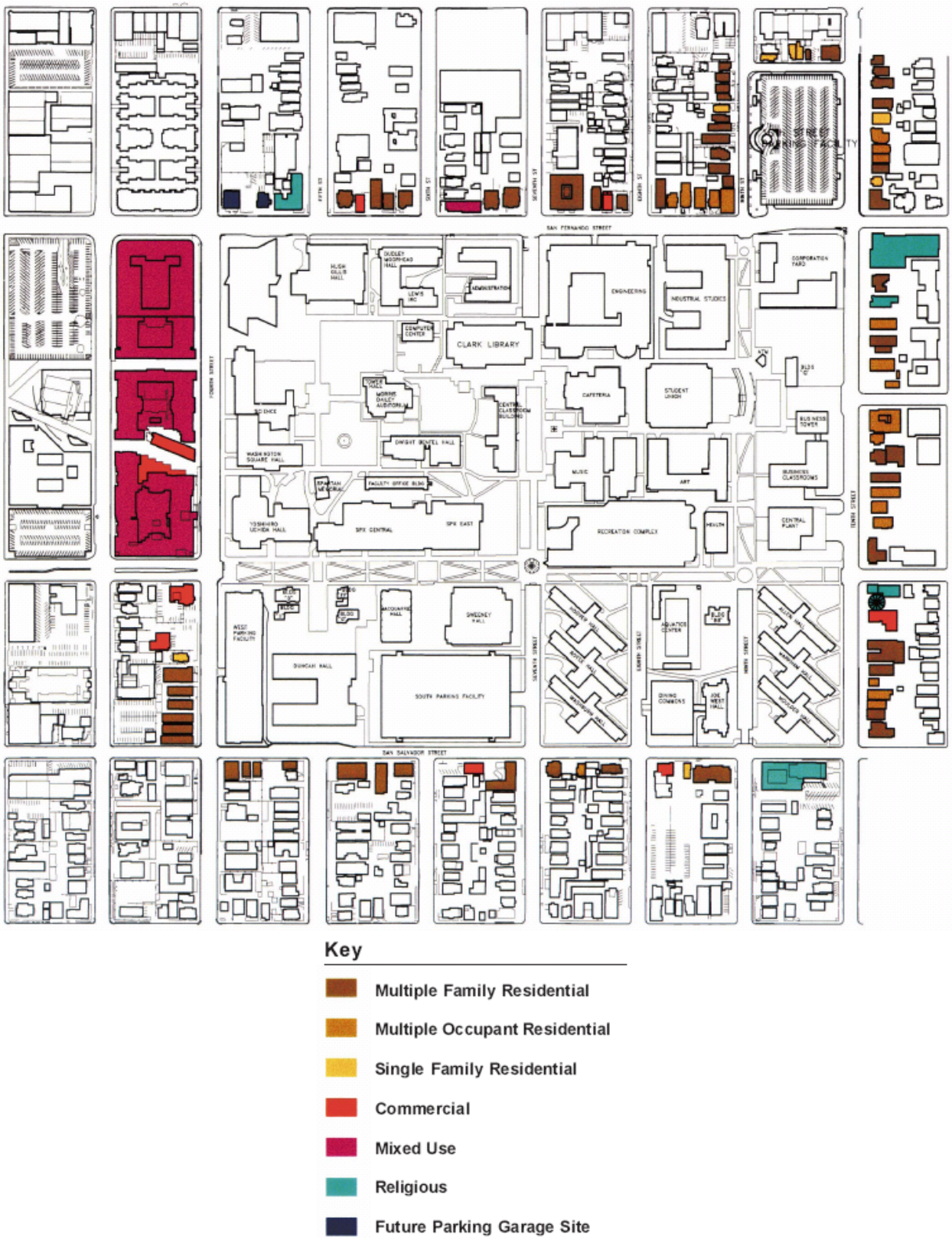
SJSU's Main Campus is located on the east edge of the downtown San José business district and is surrounded mostly by residential uses, including single-family homes, apartments, group homes, and fraternity houses. There are also mixed-use, commercial and religious buildings across from campus as shown in Figure 25. The western and southern edges of the campus are adjacent to older residential neighborhoods with a mix of apartments and single-family homes, along with neighborhood and university-serving retail establishments. The new San José City Hall one block to the north connects to campus via the 5th Street pedestrian corridor. Student-oriented housing and eating establishments are also located to the north.

Projects such as City Hall are part of the slow redevelopment of downtown San José, which had deteriorated in the 1960s and 70s resulting in unsafe conditions on and around the Main Campus. The San Antonio Plaza Redevelopment Plan (1988) proposed the Paseo de San Antonio which now links SJSU to the light rail completed in 1987. The plan also spurred development of restaurants, theaters, apartments, and condos along the Paseo. By 2006 redevelopment was taking off, with almost 3,000 units of high-rise housing under construction or awaiting approval in the downtown redevelopment areas which are shown in Figure 25.[135]

SJSU is virtually surrounded by the University Neighborhoods, one of many neighborhood redevelopment planning areas established in 2000. The area, shown in Figure 27, covers the historic neighborhoods to the east and south of SJSU where no major development activity is taking place. In contrast to the major changes downtown and to the north, the neighborhoods are interested in enhancing and protecting the current environment as it exists. The *University Neighborhoods Revitalization Plan* is discussed in more detail below.

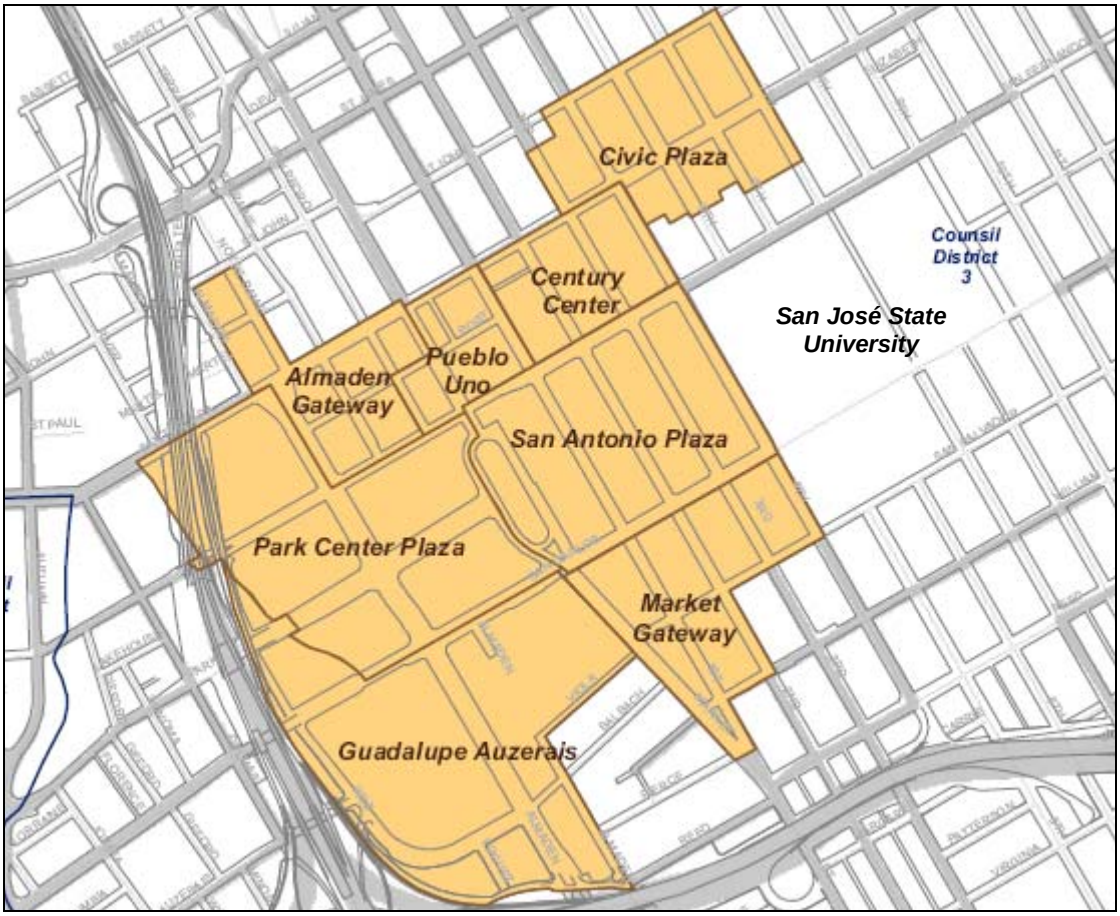
[134] William Shum, Director, Planning, Design & Construction, SJSU, interview by author, 18 September 2006, San José, CA.
[135] San José, Department of Planning, Building and Code Enforcement, "Downtown High-Rise Housing," 9 August 2006 (27 October 2006). <www.sanjoseca.gov/planning/dev_review/High_Rise_Housing_Master_Schedule.pdf>.

Figure 25 SJSU Neighborhood Context



Source: San José State University, *Master Plan 2001* (October 2001), 2-10. <sjsu.edu/pdc/masterplan/>.

Figure 26 Downtown San José Redevelopment Areas



Source: San José Redevelopment Agency, "Maps," 31 May 2006 (11 September 2006). <www.sjredevelopment.org/map.htm>.

Demographic Profile

San José has a lower percentage of Whites (36%) and a higher percentage of Asians (27%), Hispanics (30%), and Blacks (3.5%) than the County of Santa Clara as a whole, which is 44% White, 26% Asian, 24% Hispanic, and 3% Black. San José Council District 3, where SJSU is located, is highly Hispanic (58%), with a lower percentage of Whites (20%) and Asians (15.6%). With respect to education, 78.3% of San Jose residents have at least a high school diploma, and 31.6% have a bachelor's degree or higher, compared to 83.4% and 40.5% respectively for the County. Median household income is $70,243 compared to $74,335 for the County. Age characteristics do not vary substantially between the city and the county, although San José has a slightly younger population overall. However, District 3 has a higher percentage of residents aged 20 to 24 (11.8%) and 25 to 34 (21.3%) than the San José as a whole, which has 7.2% and 18% of the population in these age groups.[136] SJSU may contribute to the high percentage of college-age residents in District 3, but overall the university does not have a large impact on the make-up of the surrounding community, as expected for a commuter campus in a densely-populated urban center.

[136] U.S. Census Bureau, Decennial Census of Population, 2000 (11 September 2006).

Figure 27 University Neighborhoods Redevelopment Area

Source: San José Redevelopment Agency, "Maps," 31 May 2006 (11 September 2006). <www.sjredevelopment.org/map.htm>.

Analytical Framework

The framework for planning at SJSU is defined in the campus master plan and is illustrated by recent projects and the university's efforts to work with the surrounding communities. The SJSU *Master Plan 2001* recognized that "rising enrollment and the need for space coupled with the changes in downtown San José suggest that the campus can no longer be viewed merely as a green island in the midst the city, but rather as an integral part of the urban fabric."[137] The plan addresses the following five key issues:[138]

[137] San José State University, *Master Plan 2001* (2001), 4-1.
[138] Ibid., 1-1 – 1-2.

Enrollment Growth	The California State University (CSU) is requiring SJSU to plan for a full-time equivalent enrollment of 25,000 by 2008 to accommodate demographic trends and a rising demand for higher education.
Downtown Development	The transformation of downtown has resulted in greater activity in the city core, but the demand for real estate makes it impossible for SJSU to acquire land for expansion.
Funding	Lack of state funding is an obstacle to making desired changes on campus. Based on recent successful partnerships with the City of San José, SJSU is looking to public-private partnerships to fill the gap.
Public-Private Partnerships	Guidelines for public-private partnerships will insure that projects support the educational and research mission of the university.
Campus Capacity	There are no additional sites available for expansion on the 88.5-acre Main Campus. To meet capacity and facility demands, SJSU plans to build up.

SJSU's enrollment is similar to other CSU campuses with far less land. In comparison, current enrollment at San Francisco State University's 133.6-acre campus is about 21,000 and enrollment at Cal State East Bay's 200-acre campus is about 12,500. The area around SJSU is built-out and land prices prohibit the purchase of land for expansion. To increase campus capacity without sacrificing open space, the Master Plan envisions "a campus interior that remains roughly the same in terms of height and mass and a more densely developed campus perimeter."[139] Recent projects on the campus perimeter are realizing this vision.

Recent Development Activity

Since all the streets through the Main Campus were closed to vehicle traffic in 1994, several development projects have occurred. A new University Police Department building was completed in 2000 adjacent to the South Parking Garage. More recently, two important projects have been completed on opposite corners of campus, as detailed in the following paragraphs.

In August 2003 the joint city-university Dr. Martin Luther King Jr. (MLK) Library, SJSU's first joint-use project, opened on the northwest corner of campus. The eight-story, 475,000-square-foot MLK Library, which houses 1.5 million books, connects the university to downtown and the building is a hub of activity for both students and the public.

The 15-story Campus Village housing project on the southeast corner of campus opened in August 2005. It is "the largest capital project ever undertaken by the CSU system," providing housing for over 2,000 students and about 200 faculty and staff.[140] The Master Plan envisions replacing all the existing housing on campus to accommodate growing enrollment which could result in up to 5,700 beds on campus (up from 1,700 in 2001). Additional housing options enhance the university's ability to attract and retain the best students and faculty in the expensive San Francisco Bay Area housing market.

[139] San José State University, *Master Plan 2001* (2001), 4-1.
[140] San José State University, "New Campus Village: CSU's Largest Capital Project Ever," *On Campus* (December 2002): 1-2.

Community Relationship

The relationship between SJSU and the City of San José has strengthened in recent years due downtown redevelopment, university leadership, and a new appreciation for the benefits of interaction and shared planning. Redevelopment efforts have reshaped the university's surroundings and SJSU is looking to integrate with the surrounding urban fabric as the campus also redevelops more densely. The Facilities, Design, and Operations department (FD&O) now regularly communicates with city departments and agencies and conducts community outreach for projects such as the Campus Village. The success of the joint library project in particular has encouraged further collaboration. A joint city-university panel including high-level university representatives was created in 2004. The group produced a draft document called *Beyond MLK: A Framework for University-City Cooperation*.[141]

SJSU representatives also work with the University Neighborhoods Coalition and participated in development of the *University Neighborhood Revitalization Plan* in 1998 and the plan update in 2002. University representatives sometimes attend neighborhood association meetings but the neighborhoods would like greater interaction with the University Police Department regarding crime issues. The 2002 Neighborhood Revitalization Plan update includes an action item requesting that SJSU police regularly attend neighborhood association meetings.[142]

The effectiveness of SJSU's leadership and policies in achieving cooperative planning and integration with the surroundings is analyzed in more detail in the following sections, which evaluate the planning relationship based on the criteria defined for this study.

UNIVERSITY POLICIES AND PRACTICES

The following sections discuss how the decision-making process, leadership, and documented goals, policies and practices at SJSU support physical integration with the City of San José.

Decision-Making Process

Master plans and building projects at CSU campuses are subject to California environmental laws and CSU procedures, but are not subject to local government regulations or approval. The CSU trustees must approve all master plans and major development proposals, as well as the environmental impact reports (EIRs) associated with these projects. Aside from the chain of budgetary, Presidential, and CSU Board approval, SJSU practices regarding joint-development also play a part in the decision-making process.

The SJSU Campus Planning Board (CPB) "advises the President of the university in regard to long-range physical planning for the campus and the surrounding area, including preparation and review of the Campus Master Plan."[143] CPB membership includes representatives from the administration, faculty, students, staff, and one community representative member. The Campus

[141] City-SJSU Senior Professionals Team, *Beyond MLK: A Framework for University-City Collaboration* (San José: City-SJSU Senior Professionals Team, June 2004). <www.sjeconomy.com/publications/oedpubs.asp>.
[142] City of San José, *University Neighborhoods Revitalization Plan Update* (San José: City of San José, May 2002), 53-U. <www.sanjoseca.gov/planning/sni/plans.asp>.
[143] San José State University Academic Senate, "S91-7. Campus Planning Board," 6 May 1991. <www.sjsu.edu/senate/S91-7.htm>.

Architect is a non-voting member. In reality the CPB is not able to recruit a community member. In addition, plans are generally brought before the committee after the campus architect has worked extensively with the project client on the design. As a result the CPB has little impact on the plans and projects it reviews. However, the CPB does create an ongoing relationship between different parties on campus regarding campus planning.

SJSU and the City of San José have used Memorandums of Understanding (MOUs) to establish their roles and responsibilities when they undertake joint projects. This practice began with the street closure project and was used for the joint library and the South Campus planning process, underway since 2006. The university also worked with the city on a street improvement plan associated with the Campus Village project and other streetscape improvements such as the SJSU banners which surround the campus.

As SJSU has moved forward with additional joint-use projects, community outreach and participation appears to have increased. Representatives from the City of San José were consulted on the campus master plan. The city handled the public participation process for the joint-use MLK Library, holding several public hearings to gather input and keep the community informed about the design.[144] SJSU Housing Services and campus planners coordinated public meetings in the university neighborhoods at different stages of design for the Campus Village. They met with every neighborhood association and took comments at every meeting. Several changes were made as a result of community input – including stoops on San Salvador, the use of trees and shrubs compatible with the neighborhood, and other minor design changes.[145]

Beyond state requirements, the decision-making process at SJSU is fairly ad-hoc. Joint-planning is handled project-by-project based on established practices rather than documented policies. Voluntary community outreach and relationships with city departments appear to be at least as important as the CPB (the officially sanctioned planning committee). The following section discusses the role leadership has played in initiating projects before they enter this decision-making process.

Leadership

The recent city-university projects at SJSU were driven by the vision of SJSU presidents and San José mayors and council members. Under Gail Fullerton (President, 1978 – 1991) SJSU began a change in approach to campus planning, towards greater integration and cooperation with the community and local leaders. As the only recent president hired from within the university, Fullerton was highly aware of the parking and traffic issues on and around the Main Campus and vowed to address those problems. A new parking garage was completed in 1985. As the victim of shrinking State budgets, she began to work with different partners to fund university building projects, including a new engineering complex (with high tech groups), an event center (with students), and a stadium expansion (with the community).[146]

[144] Alan Freeman, "An Innovative Library Partnership," *Planning for Higher Education* 30, no. 1 (Fall 2001): 24.
[145] Susan Hanson, Director, University Housing Services, SJSU, interview by author, 19 September 2006.
[146] Walsh, 45.

Fullerton and her successor, J. Handel Evans (Interim President, 1991 – 1994), finally achieved the closure of San Carlos and the unification of campus envisioned in the 1962 campus master plan. The timing was right in the development of both the university and the city for greater collaboration. Councilman David Pandori (1991 – 1998) supported the campus vision and saw an opportunity for additional open space.[147] A controversial general plan amendment was approved and San Carlos Street closed to traffic in 1994. The San José Redevelopment Agency worked closely with campus planners to make sure the design of the linear parks established a connection to downtown (see Figure 28).[148] The conversion of 7th, 9th, and San Carlos to landscaped pedestrian malls was completed in 1996. The project was the first official joint-planning project at SJSU.[149] Building on the new connections, the Office of University Advancement (i.e. fundraising) initiated a Heritage Gateway Campaign in 1995. The 1.5 million dollar project – seven entrance gateways, and three fountains and 43 benches along the new malls – was dedicated in 1999.[150]

Figure 28 Paseo de San Carlos

Source: Photo by author

Robert Caret (President, 1995 – 2003) expanded greatly on the collaborative efforts of his predecessors. Caret introduced the Metropolitan University concept to SJSU. A Metropolitan University is "committed … to addressing community needs and using university leadership and resources in combating urban problems through teaching, research, and service."[151] The concept advanced many cooperative efforts including the Community Outreach Partnership Center which works to facilitate neighborhood improvements in the area around campus, and participation in the *University Neighborhoods Revitalization Plan.*

Building on the efforts of his predecessors, Caret proposed several possible joint-use facilities, including an art gallery, a performing arts center, and sports facilities. The first joint-use building project at SJSU, the MLK Library, was initiated by Caret and San José Mayor Susan Hammer in 1997. Caret persisted in his vision for the library, overcoming substantial campus opposition from the Save Our University Library movement, which organized demonstrations, wrote editorials, and created various publicity materials against the project. [152] Caret later initiated the Campus Village project. He and his staff devised a financial plan that allowed the student housing to be built, which Caret hoped would revitalize campus life and lessen SJSU's commuter school image.[153]

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[147] Walsh, 134.
[148] Bill Ekern, Director, Project Management, SJRA, telephone interview by author, 20 October 2006.
[149] Laurel Prevetti, Deputy Director of Planning, City of San José, telephone interview by author, 18 October 2006.
[150] Walsh, 140.
[151] Walsh, 155.
[152] Walsh, 139-141.
[153] Dray Miller, "Caret Makes Good Call by Deciding to Stick Around," *Spartan Daily*, 3 February 2003.
Mike Corpos, "Departing President Worked toward a Better SJSU," *Spartan Daily*, 3 April 2003.

Collaborations continue under Don Kassing (President since 2003). In spring 2004 Kassing and his Director of Governmental Relations participated in retreats with city leaders resulting in a draft policy document, *Beyond MLK: A Framework for University-City Collaboration*, discussed below. Kassing has also branched out to work with 1stACT (Arts, Creativity, Technology) a group of business and community leaders. The group released the *Silicon Valley City Center Vision* in the summer of 2006 proposing several projects to enhance the downtown, including the San Carlos Street connection to SJSU.

Goals and Policies

Over the past 25 years SJSU and city leaders have worked to improve the relationship of the campus to the surrounding urban fabric and to develop strong working relationships and practices for implementing individual projects. Their work is supported by one of the underlying goals in the SJSU *Master Plan 2001*, to "blend with the surrounding community and create linkages with the city."[154] Specific projects outlined in the plan also support this goal.

Projects identified in the Master Plan include opportunities to enhance the open space framework and improve linkages to the city. The open space opportunities in relation to the existing framework are highlighted in Figure 30, including extension of the 7th and 9th Street pedestrian malls and a connection to 5th Street and the new city hall. The plan also identifies opportunity sites for new construction. In particular, the entire San Fernando Street edge east of the MLK library is identified because existing buildings are relatively low density and are out-dated, and the corporation yard at 10th Street is an inappropriate use (high fences create a barrier at this corner as shown in Figure 29).[155] The site adjacent to the new library on 4th Street is also identified, as well as all the housing sites on the southeast corner of campus.

Figure 29 Corporation Yard

Source: Photo by author

The plan suggests that the design of these perimeter sites "should attempt to respond [to] the changing character of the downtown."[156] More specific guidelines in the plan resemble zoning restrictions, specifying maximum gross square footage, ground area coverage, and building height for each opportunity site. The guidelines for housing are slightly more detailed and include setbacks and requirements to step down building heights from up to sixteen stories to four or six stories on all sides. Requirements for podium parking are also included.

[154] SJSU Master Plan, 1-2.
[155] SJSU Master Plan, 3-13.
[156] SJSU Master Plan, 3-15.

Figure 30 Existing Campus Open Space & Master Plan Open Space Opportunities

LEGEND

- Existing road
- Green spaces
- Existing mall
- Paved open space
- Connection
- Mulberry allée
- Linkage

LEGEND

- Green spaces
- Existing mall
- Paved open space
- Connection
- Extended allée
- Improved linkage

Source: SJSU, *Master Plan 2001* (October 2001).

The guiding principles for public-private partnerships included in the Master Plan reiterate some principles laid out in previous chapters. For example, with respect to campus design a project must build up, maintain pedestrian accessibility, and follow Campus Design Guidelines and the Campus Landscape Master Plan. With respect to university image, a project must improve SJSU's stature in the community and be sensitive to the impact on the surrounding community.

A Historical Resources Survey of the Main Campus was completed in November 2005 and will serve as a background document for future master plan updates. However, plans to finalize a draft Design and Planning Standards document and to produce a long-term development plan for SJSU have been set aside due to lack of resources. Draft campus design guidelines exist, but they have not been institutionalized[157] (regretfully, the draft Design Guidelines and the Campus Landscape Master Plan are not available for public viewing). In addition, SJSU does not have specific documented policies or procedures regarding the public participation or review of comprehensive plans or development projects. Nonetheless, policies at SJSU document an intention to rebuild the campus with attention to the surrounding urban fabric.

CITY GOALS AND POLICIES

Redevelopment and economic development plans for downtown San José document the city's intentions for physical development related to SJSU. The San José General Plan does not address SJSU but the San José Redevelopment Agency (RDA) has produced many plans for the downtown and the neighborhoods around SJSU. The Offices of the City Manager and Economic Development have also collaborated with SJSU on various planning efforts.

One of the first redevelopment areas in downtown San José to receive attention was the San Antonio Plaza Project Area (plan completed in 1988), directly to the west of SJSU. The land use provisions for the area encourage university-related commercial and residential facilities and services, stating "a strong land-use linkage will be developed between the campus and the central commercial district."[158] Figure 31 shows the Paseo de San Antonio, which resulted from this plan. Later downtown redevelopment plans continued the themes introduced in the San Antonio Plaza plan. *Strategy 2000: The San José Greater Downtown Strategy for Development* (2001) emphasized physical connections to SJSU including the following specific action items:

Figure 31 Paseo de San Antonio

Source: Photo by author

- Design a gateway linking the city center to SJSU (San Fernando Street), which has been partially achieved with completion of the MLK Library.
- Extend the San Carlos promenade two blocks towards the SoFA (South 1st Area) arts district and convention center by widening sidewalks and improving the streetscape.

[157] William Shum, interview by author, 18 September 2006.
[158] San José Redevelopment Agency, *San Antonio Plaza Redevelopment Plan* (1988), 8.

- Consider a joint request for proposals with SJSU or coordinate with the university to attract student-oriented housing and retail along San Carlos Street.

The *SoFA Strategic Development Plan* (2002) introduced more guidelines for the San Carlos and San Salvador Street connections to SJSU. SJSU Director of Planning, Design, and Construction Tony Valenzuela participated in the city task forces which advised during development of this plan. In 2007, the redevelopment agency began conceptual design for pedestrian enhancements along San Carlos Street, and Valenzuela's office continues to be involved. [159]

The *San José Economic Development Strategy* (2003) aims to strengthen strategic partnerships with SJSU including bringing university arts activities into the downtown and developing a multi-use sports venue on South Campus. Several SJSU administrators participated in development of the strategy and in the follow-on Beyond MLK process which began in 2004. The process produced a draft policy document, *Beyond MLK: A Framework for University-City Collaboration*, which lays out shared aspirations, partnership principles, process guidelines, and strategic themes for the city-SJSU relationship. Shared aspirations include creating "a seamless physical relationship between the university and the City," while process guidelines stress getting the right people involved and continuous communication. The Office of Economic Development is now guiding development of a Joint Master Plan for South Campus under the auspices of Beyond MLK. A SJSU-city Executive Committee of twelve high-level university and city officials continues to meet three times a year to evaluate progress and explore new opportunities.[160] The planning temporarily included discussions to build a major-league soccer stadium, but the idea fell through due to disagreement over payments for use of SJSU property.[161]

Neighborhood revitalization is another side of the redevelopment of greater downtown San José. In 1997, the RDA began a neighborhood revitalization program to improve conditions in neighborhoods with poorly maintained buildings, high crime, and lack of resources. The University Neighborhoods was identified as an area of critical need – the 560 acre revitalization area includes five distinct neighborhoods[162] which surround SJSU (see Figure 27). The University Neighborhoods Coalition, which includes representatives from SJSU, worked with the RDA and other city departments to shape the goals and priorities of the *University Neighborhoods Revitalization Plan* (approved in October 1998). In May 2002 an updated plan was approved in conformance with a new program, called the Strong Neighborhoods Initiative.

Recommendations in the 1998 plan included improved lighting around the campus perimeter, residential permit parking, and encouraging SJSU to develop student and staff housing in the neighborhood. The *University Neighborhoods Revitalization Plan Update* (2002) reiterated the recommendations in the action plan, with permit parking identified as priority #6. In addition, priority #5 of the updated plan identified five corridors that should be developed as pedestrian corridors, including 5th and 7th Streets through SJSU and San Fernando Street along the north edge of campus. The plan notes that SJSU is interested in the condition of the area because it

[159] Bill Ekern, telephone interview by author, 20 October 2006.
[160] Kim Walesh, Assistant Director, San José Office of Economic Development, telephone interview by author, 11 October 2006.
[161] Barry Witt and Jon Wilner, "SJSU Stadium Deal Collapses," *San Jose Mercury News*, 21 April 2007.
[162] San José Redevelopment Agency, *University Neighborhoods Revitalization Plan Update* (2002), 1.

impacts the health and safety of students and the image of the campus and the university. Specifically, "physical improvements to the campus edge could increase public safety for both residents and students, encourage adjacent property owners to improve their properties, and discourage the degradation of the neighborhood."[163]

San José Council members are elected by district. There are ten districts in the city and SJSU is in District 3, represented by Cindy Chavez from 1998 to 2007. Chavez focused on developing community based programs to address crime, education, small business development and neighborhood revitalization. She is a graduate of SJSU and believes the university should be recognized "as the important jewel that it is."[164]

It seems that all sides – SJSU planners and leaders, city planners and leaders, and the community – understand the importance of the built environment and physical connections. The city's redevelopment plans support the goals of the SJSU Master Plan to blend and create linkages with the surrounding community. In particular, there is strong agreement regarding projects that will continue to enhance pedestrian connections both to and through campus. University and city procedures and proposals for joint-development are also in strong agreement. In addition, ongoing advisory relationships have been established between city and university leaders. With such shared aspirations and positive relationships, one would expect projects on the edge of the SJSU campus to meet the highest standards of urban form and physical integration.

URBAN FORM EVALUATION

The urban form characteristics at SJSU were evaluated on September 1 and 4, 2006 using the assessment instrument developed for this study (see Evaluation Criteria on page 18).

Connectivity and Edges

The following sections discuss how well the campus integrates with the surrounding urban fabric according to the new urbanist design criteria.

Figure 32 Sidewalks, Street Trees, Banners, and Garage Screening
(Southwest Corner of Campus)

Source: Photo by author

Edges

The edges of SJSU's Main Campus scored 5 of 8.5 possible points on the edge criteria as detailed in Table 11. Criteria met include defined edges with street trees and signs, screened parking garages, sidewalks, and clearly defined crosswalks at controlled intersections. The criterion for parks and plazas along edges was partially met by the paseo entrances and the library plaza. However, criteria not met include: streets with landscaped medians or other forms of traffic calming; special lighting or public art along the edges of campus; the existence of parking garages along the edges of campus; and the lack of lighting or special surfaces to

[163] San José Redevelopment Agency, *University Neighborhoods Revitalization Plan Update* (2002), 25.
[164] Daniel DeBolt, "Installation of Spire Marks Milestone in Village Project," *Spartan Daily*, 28 April 2004.

enhance parking safety. SJSU could do much to improve its edges by locating more public art and public plazas with amenities along the edge of campus and could work with the city to improve the surrounding streetscapes. Edge conditions are shown in Figures 32 and 33.

SJSU plans do not discuss the treatment of edges in depth, but the *Campus Landscape Master Plan* recommends continuing to distinguish the campus edges from the surrounding neighborhoods with more generous setbacks and park-like landscaping.[165] Although this strategy serves to identify the campus edges, it may not lead to Walkability or social interaction along those edges – landscaping can become a security concern if not properly designed.

Figure 33 Main Entrance Gateway
(West Edge)

Source: Photo by author

Table 11 Edge Criteria – SJSU	
Defined edges	1
Street trees	.5
Signs	.5
Lighting	0
Landscaped medians	0
Public art	0
Parks/plazas along edges	.5
Parking lots/garages along edges*	0
Screening	.5
Safety	0
Sidewalks along edges	1
Clearly marked crosswalks	1
Edges - Total Score	**5**

Bicycle, Pedestrian, and Transit Connections

The Main Campus scored 11 of 14.5 possible points for overall connectivity as detailed in Table 12. Criteria met include attractive entrance gateways designed with a common theme, and linear parks that preserve the urban grid and provide direct and attractive paths through campus with special paving and lighting, benches, and plazas (as shown in Figure 34). The campus suffers from same difficultly as the city which was laid out with long north-south blocks. Criteria partially met include pedestrian connections to transit (more accessible on the west side of campus) and the use of landscaping and buildings to create pedestrian corridors along the 7th Street mall. A few criteria are not met including shelters at transit connections and public art along through pathways. In addition, bike lanes along South 7th Street do not continue through campus. Despite

Table 12 Connectivity Criteria – SJSU	
Preserves urban grid	1
Short blocks(East-West)	.5
Short blocks(North-South)	0
Pedestrian connections to transit	.5
Benches	.5
Shelters	0
Attractive entrances	1
Sidewalks along through streets	1
Ped-scale lighting	.5
Crosswalks	.5
Direct paths through campus	1
Attractive paths through campus	1
Paving	.5
Benches	.5
Public art	0
Open space along connections	1
Plazas along connections	1
Buildings and landscaping create pedestrian corridors	.5
Overall Connectivity - Total Score	**11**

[165] SJSU master plan, 2-11; citing the Landscape Master Plan, 28.

potential enhancements, SJSU's Main Campus provides attractive, direct, and accessible paths and does not impede the free flow of non-motorized traffic in the area.

Figure 34 Plaza with Seating and Lighting

Source: Photo by author

These results show that SJSU and city policies and projects to improve pedestrian connections have been quite successful. On the other hand, policies aimed at improving edge conditions have been less so. It should be noted that landscaping of the closed streets has been a long-time goal of both the city and the university (at least since the 1962 master plan). Goals such as those in the neighborhood revitalization plan (urging SJSU to improve its edges) came out of later redevelopment efforts in the 1980s and 90s. It remains to be seen if SJSU and the City of San José will make the same efforts to mend the seams (edges) that join the campus to the larger urban fabric as they have mended the pathways. Funding is an issue (many perimeter sites need rebuilding), but small improvements could be pursued and design guidelines could be established for the campus perimeter.

Recent Projects

Two recent projects at SJSU, the joint city-university MLK Library and the Campus Village housing project, anchor the northwest and southeast corners of the Main Campus as shown on the map in Figure 35. Both were massive projects. The library opened in August 2003 and the Campus Village in August 2005. The following sections summarize the urban design evaluations and the role of leadership, plans, policies and implementation practices in determining the relationship of each project to the larger urban fabric.

Figure 35 Location of Evaluated Projects

Campus Village Housing

The Campus Village is located at 10th and San Salvador Streets on the southeast corner of the SJSU campus. Planning for this housing project, shown in Figure 36, began after President Caret arrived in the late 1990s. Lower density dormitories (housing 800 instead of the current 2,280 students, faculty, and staff) previously occupied the site. Two churches, a bookstore, and single family homes are located across the street. As detailed in Table 13, the Campus Village scored 12.5 of 22 possible points for its contribution to the edge conditions, compared to a score of 13.5 points for the residential and religious uses across the street. This is

Figure 36 Campus Village Setting

Source: SJSU University Housing Services, "Town Meeting: Getting Back on Track…," 29 September 2005.

somewhat lower than expected given the level of community outreach during design and construction of the project.

The Campus Village scored points on the urban form evaluation for not having parking lots, barriers, or blank walls along the street, and for screening loading docks. There are plenty of windows and a few stoops and stairways entering from the street (see Figure 37). The project is also built right up to the sidewalk with no setback and new street trees were planted. The project resulted in completion of the 9th Street pedestrian mall, which features paved paths, landscaping, signs, and bollards at the edge of campus (see Figure 38). However, the project failed to score points because many amenities – bicycle racks, benches, special lighting, trash receptacles, and the convenience store – are located on the campus-facing side of the project, not towards the street. In addition, entries that face the street are not recessed or transparent and pedestrian connections through the project are not legible, failing to create a pattern that breaks down the scale of the project. That is the main issue – the Campus Village is massive compared to anything nearby.

Although the building is iconic and contributes to the identity of the university and therefore the city as well, it scores low because it is too large and focuses amenities away from the street. The relatively low score reflects these missing details. On the other hand, keeping the amenities on the campus side of the

Table 13 Project 1 Criteria – SJSU	
Parking lots on street*	1
Garages/loading docks screened	1
Fences/barriers along street*	1
Minimal building setbacks	1
Massing/density compatible	0
Pattern/layout compatible	0
Blank walls along street*	1
Entrances facing street	.5
Windows facing street	1
Recessed/transparent entries	0
Mixed-use	0
Street trees	1
Distinctive public space	.5
Paved surfaces	.5
Unit paving	0
Lighting	0
Signs	.5
Display boards	0
Bicycle racks	0
Information kiosk	0
Trash receptacles	0
Fencing/bollards	.5
Benches/seats	0
Shelters	0
Plantings	.5
Clearly marked crosswalks	1
Design details	1
Design respects local character	.5
Project - Total Score	12.5

Figure 37 Stoops on San Salvador

Source: Photo by author

buildings also keeps the students there, along with their noise and the potential to disrupt traffic on the busy street. Nonetheless, this analysis indicates that SJSU could do more to enhance the campus edge to create shared public space that also serves the community.

Overall, the Campus Village is relatively successful at balancing the needs of the university and the community. SJSU needs to build intensively to fully utilize its limited land, and the design of the Campus Village includes many design elements that mitigate the buildings size. Susan Hanson, Director of Housing Services at SJSU, said that the community is happy with the project overall. Outreach is important to Hanson and she is always available to talk with neighbors about their concerns. The Campus Village website includes a page where community members can enter complaints, but Hanson said she has received none.[166]

Figure 38 9th Street Paseo

Source: Photo by author

Dr. Martin Luther King Jr. Library

The eight-story, 475,000-square-foot Dr. Martin Luther King Jr. Library is located on the northwest corner of the Main Campus at 4th and San Fernando Streets. It opened in 2003 after more than six years of planning between the City of San José and SJSU. Five-story residential buildings and a six-story parking structure, both of which include ground floor retail, are located across the street. The site was previously occupied by SJSU's old Wahlquist Library, and San José's first city library before that.

The MLK Library creates a vibrant public space and enhances physical connections to the campus. The project scored 19 of 22 possible points for its contribution to the edge conditions compared to 17 points for the buildings across the street. The evaluation results are summarized in Table 14 and the edge conditions on either side of the street are shown in Figures 39 and 40.

Evaluation criteria met include transparent entries and windows facing the street, mixed use with outdoor seating, pedestrian scale lighting, bike racks, railings,

Table 14 Project 2 Criteria – SJSU

Parking lots on street*	1
Garages/loading docks screened	1
Fences/barriers along street*	1
Minimal building setbacks	1
Massing/density compatible	1
Pattern/layout compatible	1
Blank walls along street*	1
Entrances facing street	1
Windows facing street	1
Recessed/transparent entries	1
Mixed-use	1
Street trees	1
Distinctive public space	1
Paved surfaces	.5
Unit paving	.5
Lighting	.5
Signs	.5
Display boards	0
Bicycle racks	.5
Information kiosk	0
Trash receptacles	.5
Fencing/bollards	.5
Benches/seats	.5
Shelters	0
Plantings	0
Clearly marked crosswalks	1
Design details	1
Design respects local character	0
Project - Total Score	19

[166] Susan Hanson, Director, University Housing Services, SJSU, interview by author, 19 September 2006.

bollards, and special pavement. Parking is provided in the garage across the street, loading docks are screened, and there are no barriers along the street. The pattern and massing are compatible with the other large structures in the area. However, criteria not met include distinctive landscaping, public art, and display boards in the public space and shelters, which would enhance adjacent bus stops. Also, the modern structure does not reflect local character (although the architecture in the area is eclectic). Overall, the design of the library enhances the symbolic and functional connection of town and gown. In particular, the ground floor entrances and lobby form a diagonal pathway or indoor street that integrates the downtown and the university.

The successful place-making illustrated by the MLK Library was possible because the San José Redevelopment Agency chose the prominent corner site and insisted on superior design standards. The RDA also funded the difference to pay higher architect fees (much higher than CSU fee schedules).[167] Despite early campus opposition, the joint library received much support in the long run. The project breached the "great wall" along 4th Street and created what has become one of the most vibrant public spaces in downtown San José.

Figure 39 Martin Luther King Jr. Library

Source: Ryan Kim, "Raves for New San Jose Library," San Francisco Chronicle, 2 August 2003. <www.sfgate.com/cgi-bin/article.cgi?f=/c/a/2003/08/02/BA180639.DTL>.

Figure 40 Across from Library

Source: Photo by author

[167] Bill Ekern, telephone interview by author, 20 October 2006.

CONCLUSION

Recent planning and project development trends at San José State University indicate that the campus and the city are working towards greater physical connections with some success. Redevelopment in the surrounding area has provided an environment for the university to relate to and SJSU has responded. Neighborhood planning efforts have also provided a forum to address university-community issues which have been largely resolved. The MLK Library and the Campus Village are prominent landmarks that relate to both the university and the city and enhance the pedestrian network created when San Carlos Street was closed.

Given these dramatic improvements, it is no surprise that the city and the university are collaborating closely to continue enhancing physical connections and to undertake additional joint projects. The SJSU *Master Plan 2001* explains how future development on the Main Campus will continue this trend: a new plaza connecting to the 5th Street mall and City Hall; a new performing arts center and improved linkage to 4th Street; and an enlarged plaza and improved linkage to San Antonio Street at 10th Street.[168] Downtown San José economic development and redevelopment plans specify enhanced connections to SJSU and include goals to bring more university-related uses to the blocks west of SJSU.

Leadership and timing have greatly helped the cause for improved connectivity and urban form at SJSU. President Gail Fullerton had long ties to SJSU and the city, and she was able to begin moving joint projects forward. When President Robert Caret arrived in 1995, he found a ripe environment for his Metropolitan University concept and used his dynamic personality to push for greater collaboration. The joint-library project allowed strong relationships to develop and led to other joint planning efforts now underway. Michael Ego, SJSU Dean of the College of Applied Arts and Sciences said "Bob Caret was instrumental in developing a relationship with the community that I think led to the current mode of thinking. The collaboration and partnership is amazing."[169] This was the consensus of all who were interviewed for this case study as well. The City Manager and Economic Development Directors are most supportive and are loosely managing the ongoing relationship through an executive committee of high-level city and university officials.[170]

The evaluations of campus edges and connections presented in this case study help to explain how these factors have influenced the relationship of SJSU's Main Campus to the surrounding urban fabric. Table 15 summarizes the evaluation results with respect to the hypothesis of this research. Connections and the MLK Library scored quite high on the urban form criteria. Improving connections and open space was a long-term documented goal, but the project didn't happen until the right set of leaders came together. The MLK Library was possible because President Caret and Mayor Hayes seized an opportunity to share resources when mutual needs were identified. These projects led to specific master plan polices regarding public-private partnerships and to the joint planning for SJSU's South Campus currently underway in 2007.

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[168] SJSU, *Master Plan 2001* (October 2001), 3-5.
[169] Willian Dean Hinton, "The Little Campus that Could," *Metro*, 17 March 2004. <www.metroactive.com/the_papers/archives/metro.html>.
[170] Kim Walesh, Assistant Director, San José Office of Economic Development, telephone interview by author, 11 October 2006.

On the other hand, the Campus Village project and the edges of SJSU's Main Campus did not score well on the urban form evaluation. Although the housing project attempts to address the street and the edge of campus, several elements of great place-making are missing. The edges of the Main Campus could be much more welcoming to the community in general. Policies and leadership have not yet taken up the cause of improving the campus edges, but the SJSU master plan does state the university's intention to replace many perimeter buildings and house more appropriate uses along the campus edges. Approved design guidelines that address edge conditions could help future projects improve upon the progress made with the design of the Campus Village. The Campus Village isn't perfect, but the community isn't complaining either. SJSU's outreach and responsiveness throughout the design and construction of the village appears to have helped make this project good for the neighborhood as well as the university. Creating an official process for outreach regarding edge projects could help maintain the trust and involvement of the community as SJSU continues to expand its facilities.

Leadership and cooperation appear to be the strongest factors contributing to SJSU's improved relationship with the surrounding urban fabric. SJSU has also benefited when leaders stepped back and allowed the Redevelopment Agency to lead or contribute to the design process. Leaders have also used policies to further their causes and outreach has been important in building ongoing relationships that make up the current atmosphere of amazing collaboration and partnership. Creating policies based on leaders experiences, such as the Master Plan ground rules for public-private (or public-public) partnerships, may also help the university learn and build upon previous successes. In summary, strong leadership and communication have been the key factors in improving place-making and connectivity at and around SJSU, but plans and policies that document better strategies for physical integration are still needed. Although there is still room for improvement, especially with regard to edge conditions, these elements have largely come together at SJSU. The downtown, the neighborhoods, and the university now see each other as assets – there is a common vision for an integrated urban fabric that includes SJSU.

Table 15 SJSU Case Study Summary

Assessment Category / Score	Policies/Practices	Leadership	Community Outreach
Edges 5 out of 9.5 Medium^{-}	Master plan includes goal to blend with the surrounding community Policy to use landscaped setbacks does not promote pedestrian urban form in the downtown	The San José Economic Development Agency worked with SJSU to change regulations and install banners around the edges of campus	SJSU was involved in the University Neighborhoods Revitalization Plan The neighborhood plan suggests improvements to the campus edges
Connections 11 out of 14.5 High^{-}	Street closures were a long time goal from SJSU's 1962 Master Plan Master plan includes goal to create linkages with the city City plans specify further enhancements to pedestrian connections.	Very successful, long-term efforts to close and landscape streets and build gateways President Fullerton was instrumental in moving street closure forward with support from the local council member	Coordination with city transportation and planning departments and especially the Redevelopment Agency

Project #1 Campus Village 12.5 out of 22 Medium^{-}	SJSU Master Plan policy to build denser on the campus perimeter effects the balance of scale with neighborhoods	Campus planners and SJSU Housing Services took the lead to work with the community	SJSU held many public meetings and changed the project to address neighbors suggestions
Project #2 MLK Library 19 out of 22 High^{-}	SJSU Master Plan policy to engage in joint projects allowed redevelopment agency to create a better project	President Caret and Mayor Hayes were instrumental in bringing SJSU's first joint-use building to fruition	Caret constantly engaged in outreach with community leaders and suggested various collaborations The Redevelopment Agency managed the project, including outreach
Overall Integration Assessment Medium	Design guidelines for the campus would be useful to guide the design of perimeter sites	A few years ago the scores would have been much lower and leadership has been a driving force behind recent improvements	Relationships with the community continue to improve Outreach to the community has reduced conflict on recent projects and SJSU should consider policies to require community outreach when developing perimeter sites

CHAPTER 6 UNIVERSITY OF CALIFORNIA, BERKELEY – CASE STUDY

This case study looks at goals, policies, and outcomes related to physical integration with the urban fabric at the University of California, Berkeley (UC Berkeley) – a park-like yet densely developed urban campus surrounded on three sides by the City of Berkeley. Berkeley is situated across the bay from San Francisco and is known internationally as a university town and nationally as a city with progressive planning practices. The location of UC Berkeley within the San Francisco Bay Area is shown in Figure 41 and the location within Berkeley is shown in Figure 42. Most academic facilities are located on the 180-acre central campus but university uses have spread into the campus environs, especially to the south where parking, student housing and services are located. The university owns much additional land in the hills east of the central campus where athletic and research facilities are located.

Figure 41 UC Berkeley Regional Setting

Source: "How to Get to the Museum of Paleontology," no date (2 May 2007). <www.ucmp.berkeley.edu/museum/bayarea.html>.

The case study begins with background information about: campus history; current conditions related to enrollment, land use, and integration; neighborhood demographics; and the analytical framework for campus building projects and the community relationship. This is followed by analysis of the factors identified for study – leadership, university policies and practices related to physical integration and outreach, and city goals and policies related to UC Berkeley. This analysis informs a discussion of the results from the evaluation of connections, edges, and recent edge projects at the campus. The conclusion looks at how the study factors are interacting to impact the condition and direction of the Berkeley campus with respect to physical integration.

Figure 42 UC Berkeley and the City of Berkeley

Source: MapQuest.com, Inc., generated by Katja Irvin (November 2006). <www.mapquest.com> [18 November 2006].

BACKGROUND

The first plan for a Berkeley campus was completed by Frederick Law Olmstead in 1866, when the site was owned by the College of California. Olmstead laid out the 35-acre campus as a large park, including adjacent park-like residential neighborhoods. The College of California merged with the Agricultural, Mining and Mechanical Arts College (California's original land grant college) to create the University of California in 1868 and the Board of Regents immediately held a competition for a new plan. The architects withdrew that plan after a fee dispute and another plan was commissioned in 1869. The university's first building (South Hall, completed in 1873) is the only building sited exactly according to the 1869 plan. William Hammond Hall was hired to plan the university grounds in 1873 and his plan for an "educational park" informed the siting of buildings for the remainder of the 19th century. Hall corresponded with Olmstead and followed his ideas for a picturesque campus with terraces surrounding the central buildings and an otherwise informal layout. His plan for the entire 150 acres originally owned by the university, limited roadways and entrances to protect the secure and secluded atmosphere of the campus. Hall proposed only one main entrance at Center Street.[171]

[171] Kent Watson, "William Hammond Hall and the Original Campus Plan," in *The University in the 1870s* (Berkeley: Center for Studies in Higher Education and Institute of Governmental Studies, UC Berkeley, 1996).

By 1895 UC Berkeley enrolled 1,300 students and seven main buildings had been completed, but the placement of buildings seemed random – the campus lacked order. In 1897, at the suggestion of architect and faculty member Bernard Maybeck, the UC Regents launched an international competition for another architectural plan for a campus with at least 28 buildings, addressing the entire 245 acres then owned by the university, as well as 60 adjacent acres (the Hillegass Tract to the south and a strip to the north of campus). Regent Phebe Hearst sponsored the contest which resulted in the selection of a beaux arts plan by Paris architect Henri Jean Émile Bénard. Again, only one building was sited according to this plan, which was revised and implemented by local architect John Galen Howard. When a plan was officially adopted in 1908, dormitories were proposed on the western edge of campus to form the boundary between the town and the university, but they were removed by a 1914 revision of the plan to reflect the Regents' policy not to locate student housing on campus. By 1922, fourteen structures envisioned in the Hearst plan had been built[172] and enrollment at UC Berkley had increased to over 9,700 students.[173]

In 1870, there were few houses near the university but the area quickly grew in population. UC Berkeley raised the money for its first buildings by selling one acre residential lots around the campus.[174] The university and the east part of Berkeley grew together. From the beginning there was much cultural interaction between the town and the university. Telegraph Avenue (named Choate at the time) developed early as a business district, followed by even greater development along Shattuck Avenue, which was chosen as the train route in 1876.[175] The City of Berkeley incorporated in 1878 when the population was about 1,800.[176] The population grew from 5,000 to about 13,000 people between 1890 and 1900.[177] After the 1906 earthquake, the population of Berkeley surged and by 1916, when Berkeley established a planning commission (the second in California), the population was 50,000. Berkeley soon adopted one of the first zone regulations in the country with eight zones, from single-family residential to heavy industry.[178] The city was one of the first to adopt a council-manager form of government in 1923[179] and was an early adopter of design reviews (at least in the civic center area).[180]

After Howard, supervising architects George W. Kelham (1927 – 1936) and Arthur Brown, Jr. (1938 – 1948) continued the neoclassical theme on campus. In the 1930s the campus expanded south of Strawberry Creek, taking over three residential blocks to build Edwards Stadium, shown in Figure 43.[181] The stadium dominates the southwest corner of campus (location outlined in Figure 44). In 1940, when several religious schools were consolidating to the north of the campus, UC Berkeley bought the land they vacated in the stadium area.[182] In 1944, Brown

[172] Harvey Helfand, *The Campus Guide: University of California, Berkeley* (New York: Princeton Architectural Press, 2002), 9 – 19.
[173] Clark Kerr, *The Gold and the Blue: A Personal Memoir of the University of California, 1949 – 1967, Volume One, Academic Triumphs* (Berkeley and Los Angeles, California: University of California Press, 2001), 73.
[174] Warren M. Campbell, *Campus Expansion and the City of Berkeley* (Syracuse, NY: The Inter-University Case Program, Inc., 1973), i.
[175] Writers' Program (Calif.), *Berkeley, the First Seventy-Five Years* (Berkeley, Calif.: Gillick Press, 1941), 44.
[176] Writers' Program (Calif.), 73.
[177] Helfand, *The Campus Guide: University of California, Berkeley*, 10.
[178] Writers' Program (Calif.), 113.
[179] Writers' Program (Calif.), 115.
[180] Writers' Program (Calif.), 145.
[181] City of Berkeley, *Southside Plan – Planning Commission Subcommittee Draft* (July 2003), 111.
[182] Writers' Program (Calif.), 94.

completed a plan that called for improving circulation on campus and connections to the city, but this plan was never implemented. To preserve the low-rise nature of the campus, Brown began to site buildings in a way that compromised open space—it was becoming impossible to accommodate growth within the 178-acre Campus Park area.[183] After Brown left his position, the responsibility for campus planning moved to the Office of Architects and Engineers (A&E).

Figure 43 Edwards Stadium

Source: Photo by author.

After World War II (WWII) the University of California was under tremendous pressure to accommodate returning GIs, update research facilities, and provide more parking and student housing. Many academic facilities constructed in the late 1940s and early 1950s were not well-planned. In 1948 the alumni association published *Students at Berkeley*, recommending more residence halls and student facilities (only a handful of university housing facilities had been developed). In 1949, faculty sent a memo to President Robert Sproul expressing concerns about the deterioration of the campus and recommending that a master plan be developed.[184] In 1951, A&E released a report which said that physical planning had not been a high priority for campus administrators and the campus lacked order. The report recommended that planning be organized in terms of academic, aesthetic, and physical concepts. In 1952, the Regents approved the recommendations of the report, established a policy to provide housing for 25 percent of students, and approved the acquisition of 45 acres for student housing.[185] At that time UC Berkeley lacked an academic plan and decisions were made in an ad-hoc manner. Enrollment had increased to about 16,100.[186]

Clark Kerr became UC Berkeley's first Chancellor in 1952. Kerr set up a structure for planning, appointing a Buildings and Campus Development Committee (BCDC). Kerr enlisted interested faculty members such as Eugene Burdick who took initiative in helping to develop a physical plan and in renewing relations with the City of Berkeley.[187] In a 1953 report, BCDC recommended that campus planning be placed under the Chancellor's office.[188] In 1955, the Regents created a Committee on Campus Planning for Berkeley (three high-level administrators including the Chancellor) to perform the duties of a supervising architect, and make recommendations to the President on planning matters.[189] This committee drove the physical planning process based on the recommendations of the regents, and the desire to keep building density down to 25 percent of campus land to preserve the park-like environment.[190]

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[183] Helfand, *The Campus Guide: University of California, Berkeley*, 20–24.
[184] Kerr, 90, 116.
[185] Helfand, *The Campus Guide: University of California, Berkeley*, 25-26.
[186] Kerr, 71, 73.
[187] Kerr, 31.
[188] Sally Woodbridge, "Commentary on University of California Physical Planning," 13 March 2000 (7 March 2006). <http://sunsite.berkeley.edu/UCHistory/archives_exhibits/hearst/woodbridge_gade_commentary.html>.
[189] Harvey Helfand, *An Evaluation of the Planning Process at the University of California, Berkeley Campus*, Master Thesis, University of San Francisco (August 1981), 33.
[190] Clark Kerr, 75.

UC Berkeley's indefinite expansion plans created conflicts with city leaders who wanted to know where the university planned to locate facilities and what properties would be acquired. The community already had some experience fighting university development – shortly after WWII a student housing project in a neighborhood south of campus caused controversy and construction was halted until zoning and right of way issues were resolved. After the Regents announcement of plans to acquire land, uncertainty was leading to deteriorating conditions in the neighborhoods south of campus. The City of Berkeley was also beginning to engage in long range planning at this time, which highlighted the need to address these issues. The city hired its first planning director 1949 and work began on a master plan in 1951. A draft was completed in 1953 which included a University Division with policies related to the UC Berkeley (developed without information about university land use plans).[191]

Specifically, the University Division stated that UC Berkeley should maximize use of existing land and expand only in a designated area south of campus and east of Telegraph Ave. (outlined in red on Figure 45 below). The plan requested that the university sell its land to the west of the central campus, used at the time for agricultural research, to allow for projects more compatible with the downtown. The plan also addressed traffic and parking issues, visual connections (including landscaping that integrates with the city and welcomes the community), and shared recreational facilities. Finally the plan proposed establishing a formal procedure for exchanging information and reviewing plans and proposals. In response, Chancellor Kerr appointed a liaison committee to meet with the Planning Commission. The city also appointed a liaison committee, and the committees began to discuss pressing issues. By the end of 1953, despite continuing controversy over UC Berkeley's unwillingness to share plans, a rapport had developed on the Joint Liaison Committee.[192]

Chancellor Kerr's comments on the Master Plan were received the day before it was approved by the Berkeley Planning Commission. Kerr indicated that UC Berkeley would need 40 acres for expansion (more than allocated in the master plan), and that the university planned to build more compatible structures such as office buildings on its land in downtown Berkeley. Lack of concrete plans from UC Berkeley continued to be a major source of contention as the liaison committee met in 1954 to resolve these differences. The City Council finally adopted the master plan with no relevant changes in early 1955.[193] In late 1954, UC Berkeley suddenly presented plans for six fairly immediate proposals to the liaison committee. After deliberation and concessions on both sides, the projects went forward within the framework of the Master Plan.

In early 1955, UC Berkeley finally presented a draft of the Long Range Development Plan (LRDP) for the campus. The City of Berkeley encouraged the alternative that would result in the least taking of land. Relations seemed to be improving when Kerr announced plans to construct dormitories in an area not designated in the city Master Plan. However, the city did approve conciliatory amendments to align the Master Plan with the LRDP in 1956. Basically, these amendments softened language, saying UC Berkeley should *attempt* to restrict development to the east of Telegraph, and should build compatible structures *or* sell its holdings in the downtown area.[194]

[191] Campbell, 3–10.
[192] Clark Kerr, 75, 113.
[193] Campbell, 18–21.
[194] Campbell, 22 - 37.

The official draft of UC Berkeley's LRDP was initially shared only with the liaison committee. This angered the residents, businesses, and the City Council. In early 1957, Kerr presented the plan at a planning commission hearing. He said he regretted the disruption the expansion would cause but the university needed to accommodate a projected enrollment of 25,000, up from 20,000 projected in the 1951 report (19,300 students were enrolled in 1956). Kerr promised UC Berkeley would do it's best to preserve existing commercial, social, and religious institutions and give land owners flexibility. The LRDP included the city's University Element as an appendix.[195]

The Planning Commission was largely satisfied, but debates about reimbursement for services and removal of land from the tax roles (as a public institution, UC is tax exempt) continued. The later issue was largely nullified when a report indicated that taxes contributed by university development would balance the losses. In the fall of 1957, the City Liaison Committee presented a report on the university plan which stated that expansion into the city appeared to be necessary and recommended a policy statement to encourage expansion be contiguous and be limited to currently identified areas. 191 parcels, all residential, were identified for acquisition. The report also recommended replacing lost parking (because informal surface parking on campus was to be largely removed), intensive development, and conformance with the City of Berkeley's Master Plan and zoning policies. At a planning commission hearing in late 1957, Kerr responded positively to the city's requests and recommended the proposed policy changes.[196]

After the Planning Commission hearings, residents began to protest UC Berkeley's plans, but Kerr eventually addressed all of their concerns to the satisfaction of the City Council. Master Plan amendments allowing the campus expansion were adopted in 1957. The citizens groups did not gather wide support because they came into the process late and their positions, such as constraining all development to the current campus, were not really feasible.[197] Land would be acquired on all three sides of campus, and the boundary for university development would be moved one block west of Telegraph Avenue. With both plans in place, the city and UC Berkeley worked together on road improvements, and establishing a process for design review of university projects within the city's planning area. They also moved forward on efforts to convince the state to make payments for city services.[198]

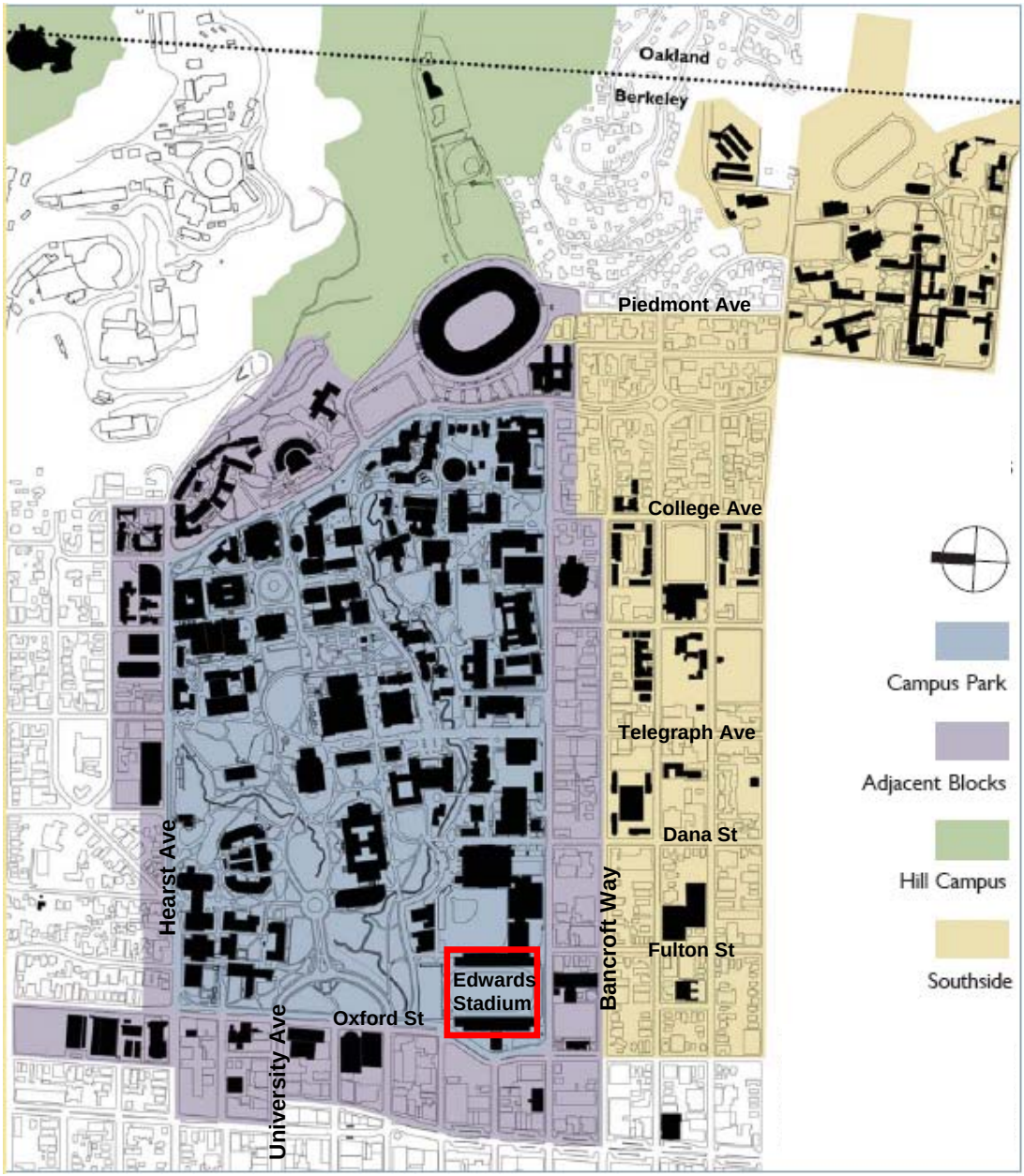
This history is the basis for cooperation on land use planning between the university and the city. In the 1950s, liaisons and cooperation helped to resolve many issues, with both sides making concessions. However, the fact remains that UC Berkeley is not bound to city zoning or land use policies and university and city goals do not always align. The university has continued to expand facilities, and conflicts with Berkeley residents and city leaders have often been intense. UC Berkeley has been forced to address many of the city's concerns while the city has acquiesced to continued expansion.

[195] Campbell, 40 - 43.
[196] Campbell, 44 – 53.
[197] Campbell, 68.
[198] Campbell, 57 – 64.

Current Conditions

The land currently owned by UC Berkeley is identified in Figure 44 which shows that expansion outside of the Campus Park has been relatively contiguous. However, university development also merges with the city, particularly in the Southside. This case study focuses on the central Campus Park because it has identifiable edges and is surrounded on three sides by city streets.

Figure 44 UC Berkeley Facilities in the Campus Area



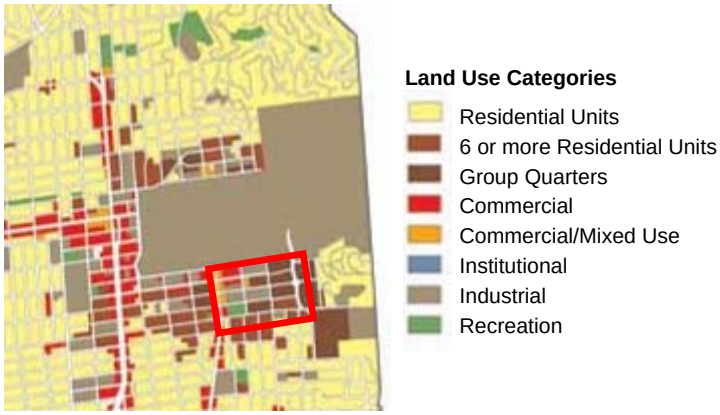
Source: UC Berkeley, *2020 Long Range Development Plan* (January 2005).

By 2004 the tallest academic building on the UC Berkeley campus was ten stories, and off-campus dormitories were up to fifteen stories tall. The university had over 12.1 million gross square feet of academic and support facilities, 8,190 student beds, and 7,690 parking spaces.[199] Although most of these facilities are located on the Campus Park and Adjacent Blocks, UC Berkeley owns and leases property throughout Berkeley and adjacent cities. In 2001 – 2002, 31,800 full-time equivalent students (FTEs) were enrolled in UC Berkeley's five colleges and eight schools, which offered 300 bachelors, masters, doctoral, and professional degree programs, and employed 12,940 faculty and staff.[200] UC Berkeley is by far the largest employer in Berkeley, providing about eighteen percent of the city's employment. The university is also the third largest in Alameda County and the fifth largest employer in the San Francisco Bay Area.[201]

UC Berkeley's LRDP was updated in 1964, and then a new LRDP was approved in 1990. The 2020 LRDP (adopted in 2005) accommodates enrollment increases of 4,000 FTE's over the 1990 plan – up to 33,450 by 2010. The 2020 plan proposes as much as 2.2 million square feet of new facilities and 2,600 new beds to accommodate 1,650 additional students and 2,870 additional faculty and staff (some housing may not be in the immediate campus area). The 2020 LRDP also proposes 1,800 to 2,300 additional parking spaces on or near the central campus (but 500 of these spaces would not be built if bus rapid transit is completed on Telegraph Avenue).[202] The new LRDP continues many of the same policies established in the 1990 plan, but they are stated more clearly, and connections and edge conditions are addressed more explicitly. 2020 LRDP policies are discussed in more detail under University Policies and Practices below.

Neighborhood Context

Figure 45 UC Berkeley Neighborhood Context



Source: City of Berkeley, *General Plan Land Use Diagram* (December 2002).

The neighborhoods to the south, west, and north of UC Berkeley are each distinct, and the university has moved into and influenced each differently. As shown in Figure 45, the area surrounding the campus is densely built up with commercial, mixed-use, institutional, and high-density residential uses. The Southside is the primary student neighborhood – with apartments and high-rise dormitories, the Telegraph Ave. commercial strip, the Clark Kerr Campus, and single-family residential neighborhoods farther south. To the north, near a mostly single-family neighborhood, there is additional student housing, along with two large academic buildings and two parking structures. Downtown Berkeley to the west of the campus is a major transportation

[199] University of California, Berkeley, *2020 Long Range Development Plan* (January 2005).
[200] UC Berkeley Office of Planning and Analysis, "Cal Facts," 2005 (30 January 2006). <metrics.vcbf.berkeley.edu/calstats.pdf>.
[201] Sedway Group, *Building the Bay Area's Future: A Study of the Economic Impact of the University of California, Berkeley* (Berkeley, CA: University of California, Berkeley, 2001), 9-10. <www.berkeley.edu/econimpact/>.
[202] University of California, Berkeley, *2020 Long Range Development Plan* (January 2005), 22.

hub, including a Bay Area Rapid Transit (BART) station. Recent non-university projects in the campus environs consist of both low-income and student housing, as well as mark-rate units. The biggest issue with these projects has been density, and the trade off between neighborhood preservation and economic development. [203]

UC Berkeley's expansion, especially to the north and south, has resulted in buildings that are much larger scale than the single-family and low-rise structures they replaced. The high-rise dormitories in the south (shown in Figure 46) are massive and repetitive, with interior courtyards that do not address the street. To the north, the large academic buildings, dormitories and parking structures are also out of scale with the neighborhood and have blurred the campus boundary along several blocks. However, recent projects in these areas, such as the Channing-Bowditch housing project (discussed in detail later in this report), have been scaled down for compatibility with nearby historic buildings.[204] To the west, UC Berkeley has owned several parcels (the Oxford Tract) since the 19th century. Since 1956, the university has pledged to develop compatible uses here, but projects have been slow to develop. The potential for attractive connections between the downtown and UC Berkeley has yet to be realized.

Figure 46 High-rise Dorms with Colorful Infill

Source: Emily Marthinsen, "Shaping Campus Edges at UC Berkeley," *Places* 17, no. 1 (January 2005).

Overall, university expansion has been greatest to the south, and UC Berkeley has been more involved in planning and economic development in the Southside as well. The Southside is home to many transients and Telegraph Avenue has recently struggled to attract customers and retain shops, as people outside the neighborhood avoid the area. People's Park in the Southside is also seen by many as a haven for undesirables and a hindrance to the safety and attractiveness of the Southside. The university owns the park and would like to develop the land for recreational uses but activists have successfully fought most improvements to the park. The park has been a symbol of activism against the university and the state since the National Guard used violent methods to end demonstrations in 1967.[205]

Demographic Profile

Compared to other California cities, Berkeley is densely populated, with 102,743 residents in about ten square miles. The city has a higher percentage of Whites (55%) and Blacks (15%), and a lower percentage Asians (19%) and Hispanics (10%) than the County of Alameda as a whole, which is 39% White, 14% Black, 24% Asian, and 20% Hispanic. 92% of Berkeley residents over age 25 have at least a high school diploma, and 64% have a bachelor's degree or higher, compared to 82% and 35% respectively for the county. Berkeley's median household income is $44,485 compared to $55,946 for the county. In addition, the city has a higher percentage of

[203] Matthew Taecker, interview by author, 19 March 2007.
[204] Emily Marthinsen, "Shaping Campus Edges at UC Berkeley," *Places* 17, no. 1 (January 2005): 45.
[205] Kerr, 127.

residents aged 20 to 24 (16%) and 25 to 34 (18%) than the County of Alameda as a whole, which has 6% and 14% of the population in these age groups.[206] These demographics largely reflect Berkeley as a college town, with more Whites and fewer Latinos, higher educational attainment, and a larger college-age population than the County of Alameda as a whole. Lower median incomes do not seem to reflect the high educational attainment of Berkeley residents, but may be influenced by the number of graduate students who have degrees but earn low incomes. In 1998–99, over 70 percent of UC Berkeley students lived in the City of Berkeley.[207]

Analytical Framework

The framework for planning and physical change at UC Berkeley is defined in the *UC Berkeley 2020 Long Range Development Plan* (LRDP), which was informed by the *UC Berkeley Strategic Academic Plan* (2002) and the *UC Berkeley New Century Plan* (2003). The LRDP was approved by the UC Regents in January 2005. The City of Berkeley filed a lawsuit claiming the LRDP Environmental Impact Report (EIR) had insufficient information about the planned academic, housing, and parking facilities. The city wanted to require UC Berkeley to complete an EIR for every project, and was especially concerned about parking, traffic, and additional demands on city services. City officials were also upset about UC Berkeley's Memorial Stadium renovation (part of the Southeast Integrated Projects), which they felt was planned largely in secret.[208] If UC Berkeley had chosen some specific development alternatives and conducted traffic analysis, it is possible the lawsuit could have been avoided.[209]

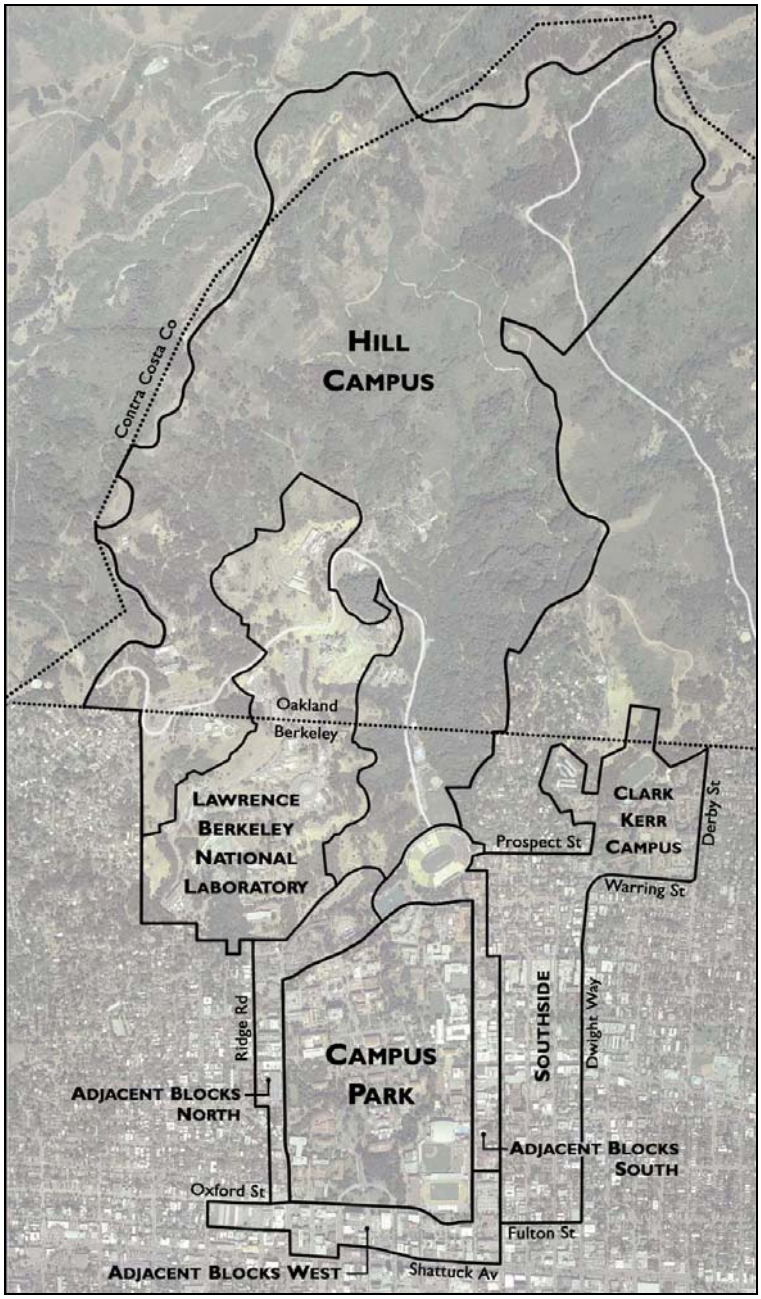
Figure 47 Manville Apts Mixed-Use

Source: David Baker & Partners, "Manville Student Apartments," no date (2 May 2007). <www.dbarchitect.com/work/housing/sro/www-9217/9217-2.htm.>

The 2020 LRDP covers all of UC Berkeley's land in the City of Berkeley but focuses on the Campus Park, the Hill Campus, the Adjacent Blocks, and the Southside (see Figure 48). One main objective of the LRDP is to "plan every new project to respect and enhance the character, livability, and cultural vitality of our city environs."[210] This objective has not always been realized in the past, but recent projects have achieved better results with relatively safe and pleasing streetscapes, and mixed-use facilities such as the Manville Apartments, shown in Figure 47. Specific LRDP policies related to urban design and the urban fabric are discussed under University Policies and Practices below.

[206] U.S. Census Bureau, Decennial Census of Population, 2000 (30 November 2006).
[207] Sedway Group, 3.
[208] Patrick Hoge, "Berkeley City Sues UC over Projects," *San Francisco Chronicle* (24 February 2005), B5.
[209] Matthew Taecker, interview by author, 19 March 2007.
[210] University of California, Berkeley, *2020 Long Range Development Plan* (January 2005), 10.

Figure 48 UC Berkeley Land Use Zones



Source: UC Berkeley, 2020 Long Range Development Plan (January 2005).

Similar to other urban campuses, growth is constrained on UC Berkeley's 180-acre central campus (Campus Park), particularly due to the high space demands of graduate education and research. UC Berkeley has looked into moving some of its large sports facilities farther from campus, but the idea has been unpopular with students and alumni (who donate a lot of money). The area around UC Berkeley is built-out and land prices prohibit the purchase of much land for expansion. Therefore the LRDP has a policy to "accommodate new and growing academic programs primarily through more intensive use of university-owned land on and adjacent to the

Campus Park."[211] If land acquisitions are required, the LRDP recognizes the potential impact on the city's tax roles and specifies that under-utilized parcels should be sought out and displacement of tenants should be minimized.

The *UC Berkeley Landscape Master Plan*, also based on the *New Century Plan*, was completed in January 2004. Prior to this plan, there had not been an overall landscape planning concept to guide landscape development on campus. The design systems addressed in the plan include open space elements, circulation elements, and perimeters and gateways. Relevant policy objectives in this plan relate to campus image and community. Plan initiatives include specific projects to improve each of the perimeter roads that delineate the Campus Park, and their associated plazas and gateways. Policies and initiatives in the Landscape Master Plan are discussed in more detail under University Policies and Practices below.

Recent Development Activity

In recent years, UC Berkeley has been more sensitive to the urban design of its projects in the Adjacent Blocks and in the Southside – building at a more reasonable scale, addressing the street and nearby historic structures, and providing access through mixed-uses that are open to the public. However, the most recent projects completed along the edges of the pre-1960 campus – the Recreational Sports Facility on Bancroft Way (see Figure 49) completed in 1984 and the adjacent Hass Pavilion completed in 1999 – did little to address the urban fabric in the area. Recent projects in each campus expansion area are described in the following paragraphs.

Figure 49 Recreational Sports Facility

Source: Photo by author

Adjacent Blocks South: The Recreational Sports Facility with its windowless façade does not break down physical barriers or improve the streetscape along the Bancroft edge, which is already lined with barriers (see Figures 49 and 50). Traffic and parking issues related to planning the Haas Pavilion (a renovation of the old Harmon Gymnasium) resulted in a Memorandum of Understanding (MOU) with the City of Berkeley, which is discussed in more detail under Community Relationship below. Across the street, the three-story Tang Center (completed in 1993) uses regional design elements and forms a courtyard around the 1942 Founder's Building.

Figure 50 Bancroft Edge

Source: Photo by author

Southside: The Underhill Area projects EIR, approved by the UC Regents in November 2000, allowed UC Berkeley to construct three housing projects for over 1,200 students (examples

[211] University of California, Berkeley, *2020 Long Range Development Plan* (January 2005), 19

shown in Figures 46 and 59), a new dining facility, an office building, and a 690-space parking garage topped with a playing field. The university unveiled the plan in early 1999 and held several public meetings. The city, students, neighbors, and environmental, transit and bicycle advocates were against the parking garage, urging UC Berkeley to consider more housing instead.[212] The dining facility and office building opened in January 2003. Two apartment style housing projects were completed in 2003 and 2004, and the infill housing was completed in 2005. The parking garage is scheduled to be completed in 2007. In addition, the university announced plans to renovate and expand the Memorial Stadium facilities and create a new pedestrian plaza along Piedmont Avenue in 2005 (the Southeast Integrated Projects).

Adjacent Blocks North: University buildings take up the entire block north of the Campus Park in this area. Five-story Soda Hall, completed in 1994, is a large academic building attached to the adjacent Etcheverry Hall. Trees and landscape help transition to the neighborhoods to the north of these large buildings. The Goldman School of Public Policy (GSPP) Expansion Project, completed in 2002, was designed to complement GSPP's existing historic building and create a transition between nearby historic buildings and the massive Soda Hall. Both projects are located directly across from the Campus Park on Hearst Avenue and are discussed in more detail under Urban Form Evaluation, Goldman School Extension below.

Adjacent Blocks West: In downtown Berkeley the four-story, 132-unit Manville Apartments (see Figure 47) was completed in 1995 on a former service station site. The project includes ground floor retail on Shattuck Avenue. UC Berkeley is also planning a new Berkeley Art Museum and Pacific Film Archive building, and recruited a private developer to submit plans for an adjacent hotel, conference center, and condominium project. Plans for these new projects are addressing urban form, but parking, traffic, and access issues also need to be addressed.[213]

Community Relationship

With regards to transportation and land use planning, the relationship between UC Berkeley and the City of Berkeley has been an ongoing process, with the city using various measures (often lawsuits) to convince the university to pay for the impacts of its development and engage in joint-planning efforts. A UC-City Liaison Committee was still active in 1970,[214] but no later references to such a committee were found in the course of this research. The City of Berkeley's official response to the 2020 LRDP Notice of Preparation explicitly recommended that UC Berkeley create a public liaison staff position, or help fund a city staff position.[215] Despite the city's efforts, Chancellors have not focused on campus planning or collaboration with the city since Chancellor Kerr left his position at UC Berkeley in 1967.

UC Berkeley still does most planning internally before exposing plans to city officials or to the public. The first opportunity for comments is often during the scoping hearing for the project EIR. During the scoping period, especially for projects in the city environs, campus planners and

[212] City of Berkeley, *Southside Plan – Planning Commission Subcommittee Draft* (July 2003), 13–14.
[213] Richard Brenneman, "Downtown Hotel Plans Call for 19 Stories," *Berkeley Daily Planet*, 17 November 2006.
[214] Sedway Cooke Associates, *UC Campus Environs Study, Volume1* (San Francisco, CA: The Firm, October 1970), 33.
[215] Jennifer Lawrence, Principal Planner, City of Berkeley "Re: Notice of Preparation of Environmental Impact Report: UC Berkeley 2020 Long Range Development Plan and Chang-Lin Tien Center for East Asian Studies," 15 October 2003. <www.cityofberkeley.info/Manager/LRDP/NOP%20Response%20Modified.pdf>.

consultants hold additional meetings and listen to public input. However, they often make few changes to an EIR after receiving comments and only respond to lawsuits, as indicated by the following examples.

- Joint planning for the Southside was the result a 1997 settlement agreement after a city lawsuit over the Haas Pavilion project. In addition to traffic and parking issues, the required planning would address concerns about design, economic development, and safety.[216]
- In 2005, a city lawsuit over UC Berkeley's 2020 LRDP was settled and part of the agreement was for the city and university to partner on a new Downtown Area Plan (DAP). Both the city and the university agreed to dedicate the equivalent of a full-time position to the project, to pay for half of the EIR, and to hold jointly-planned public meetings. UC Berkeley also increased its payment to the city for services from $500,000 to $1.2 million per year, and agreed to decrease the number of parking spaces planned from 2,300 to 1,270. The city agreed not to litigate against projects that are consistent with the LRDP.[217]
- The Berkeley City Council is proceeding with a lawsuit against the Southeast Integrated Projects EIR, approved by the UC Regents on December 5, 2006. Concerns include traffic, seismic safety, preservation of a grove of oak trees, and the historic value of the landmark Memorial Stadium.[218]

Collaboration on the new DAP has been productive – staff from the Campus Facilities department are involved and rapport has improved. Nonetheless, Berkeley Principal Planner Matthew Taecker takes the lead on proposing alternatives, because city planning is more dynamic and the university often cannot act quickly due to the plurality of voices involved in the planning process. University plans cannot be announced publicly until there has been an official endorsement. Also, the community response is volatile when big projects come up, especially those that don't fit into the LRDP (like the Southeast Integrated Projects). Recently, Emily Marthinsen (Vice Chancellor of Environmental and Physical Planning) and her staff have been more open to the community at large, but it will take a long time to heal past missteps.[219]

The Downtown Area Planning Advisory Committee (DAPAC) will present its recommendations at the end of 2007, followed by environmental review, and approval by the Berkeley City Council in 2009. The process includes extensive public participation through DAPAC and public meetings to get input and build consensus.[220] The California Department of Health Services site at Hearst and Shattuck (acquired by UC Berkeley in September 2005) has been the main focus of DAPAC. Along with the Pacific Film Archive and Museum and an office building on Brancroft Way at Fulton Street, the plan would allow 800,000 square feet of university uses and 1,200 parking spaces to the city center.[221]

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[216] City of Berkeley, *Southside Plan – Planning Commission Subcommittee Draft* (July 2003), 5.
[217] The City of Berkeley and the Regents of the University of California, *2020 LRDP Litigation Settlement* (25 May 2005).
[218] Ktvu.com, "UC Regents Push Ahead with Memorial Stadium Plan," 5 December 2006. <www.ktvu.com>.
[219] Matthew Taecker, interview by author, 19 March 2007.
[220] Richard Brenneman, "Commissioners Demand Role in Formation of UC-City Downtown Plan," *Berkeley Daily Planet*, 1 September 2005.
[221] Richard Brenneman, "Berkeley Downtown Panel Discussion Target UC Sites," *Berkeley Daily Planet*, 17 November 2006.

UC Berkeley Community Relations and Campus Facilities also interact with city and community representatives on a regular basis through joint-organizations working to improve the Southside area, namely the Telegraph Area Association (TAA) and the Southside Community Safety Partnership. The TAA is a non-profit community development corporation jointly founded by the university in 1993. The TAA sponsors the Southside Community Safety Partnership which brings together diverse stakeholders, including representatives from city services and campus departments such as community relations and health and safety.[222] The TAA ceased its operations in 2005, but attempts were underway in 2006 to revive the organization. However, the university now contributes to the Telegraph Property and Business Improvement District, approved in July 1998, and may be reluctant to provide more contributions.[223]

Southside neighborhood associations closely monitor UC Berkeley development activities and have negotiated with the university in the past. The Claremont-Elmwood Neighborhood Association and the city negotiated a covenant to limit uses when the Clark Kerr Campus was acquired in the early 1980s.[224] More recently in November 2006, the Panoramic Hill Association threatened to sue with the city over the plans for Memorial Stadium. Seismic safety is the stated issue, but the neighborhood is more concerned about possible additional activity and bright lights from the stadium.[225] In general, community groups organize around neighborhood preservation, and there is a vestige of a "bash the state" mentality in Berkeley.[226]

Despite a certain level of cooperation, UC Berkeley is reluctant to commit to any specific planning practices or uses on property it owns within the City of Berkeley. For example, the university did work to jointly develop the Southside Plan with the city, but despite compromises made on their behalf, UC Berkeley officials would not agree to pitch for an EIR (which has delayed approval of the plan), nor agree to abide by the plan itself.[227] The effectiveness of UC Berkeley's leadership and policies in achieving cooperative planning and integration with the surroundings is analyzed in more detail in the following sections, which evaluate the planning relationship based on the criteria defined for this study.

UNIVERSITY POLICIES AND PRACTICES

The following sections discuss how the decision-making process, leadership, and documented goals, policies and practices at UC Berkeley support physical integration with the City of Berkeley.

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[222] UC Berkeley Community Relations, "Telegraph Area Association," *Cal in the Community*, December 2002 (30 September 2006). <communityrelations.berkeley.edu/CalintheCommunity/programs/CIC_2002_06_10_18.htm>.
[223] Grace Pegan Weltner, "Proposal Would Revive Telegraph Association," *The Daily Californian*, 17 August 2006.
[224] Claremont-Elmwood Neighborhood Association, "History," no date (10 December 2006). <www.claremontelmwood.org/history.html >.
[225] Richard Brenneman and Judith Scherr, "UC Regents Delay Vote on Stadium EIR," *Berkeley Daily Planet*, 17 November 2006.
[226] Matthew Taecker, interview by author, 19 March 2007.
[227] Matthew Artz, Residents Blast Southside Plan for Hazards, UC Giveways," *Berkeley Daily Planet*, 19 November 2004.

Decision-Making Process

Development plans and projects at UC campuses are subject to California environmental laws and UC procedures, but are not subject to local government regulations or approval. The UC Regents must approve long range development plans and major development proposals, and certify EIRs. A campus project approval process for UC Berkeley is documented in the 2020 LRDP. The process outlines seven phases from *concept review* to *bid and construction*, defining the steps taken by the sponsoring department, Facilities Services, and other departments and committees. The process includes four Campus Reviews. The university's Office of Community Relations is involved in the Phase 2 (Feasibility Analysis) and Phase 3 (Program Development) reviews. After the Phase 3 review, the process specifies that Community Relations be involved in the preparation of a "communications plan." Five of the phases conclude with review by the Executive Campus Planning Committee (ECPC) before obtaining the Chancellor's approval. UC Office of the President and Regents approval is required at the end of Phase 3 and Phase 4 (Schematic Design).[228]

As of December 2006, the ECPC had fifteen members, including the Chancellor, The Vice Chancellors for Facilities Services and University Relations, the Vice Provost for Academic Planning and Facilities, the Chair of the Design Review Committee, and the President of the Associated Students of UC Berkeley, among other administrators. The charge of the ECPC is broad-ranging as follows[229]:

> The Executive Campus Planning Committee is responsible for making all physical planning decisions on campus, including the initiation and siting of new buildings, roads, walks, utilities, landscaping and alterations to existing structures, the scope and choice of building renovation and seismic projects, approval of the campus physical plan and plans for individual campus precincts, financing strategies for capital projects, and final approval of design for campus buildings. …

No similar planning process was documented in the 1990 – 2005 LRDP. Planning processes for various buildings were described, but the committees reviewing projects have changed, at least in name. The decision-making process has been evolving since around 1980 when there were renewed efforts to improve campus planning procedures at UC Berkeley. In the early 1980s, a staff position was established in the Chancellor's Office to coordinate physical planning and a Campus Planning Steering Group was formed. Vice Chancellor Emily Marthinsen said that planning for new facilities is often initiated by Vice Chancellors or Deans and is not centralized. Marthinsen also portrayed the current relationship with the city as more informal, with regular meetings between various departments, including planning departments, safety departments, and the Chancellor's and Mayor's offices.[230]

The decision-making process for campus planning at UC Berkeley has continued to mature since planning became a central function in the 1950s. However, although students have been included in the planning process since the 1950s, the official project review process still does not

[228] UC Berkeley, *2020 Long Range Development Plan.*
[229] UC Berkeley, "Executive Campus Planning Committee," *Space Management & Capital Programs*, 6 December 2006 (8 December 2006). <http://smcp.vcbf.berkeley.edu/>.
[230] Emily Marthinsen, Vice Chancellor of Environmental and Physical Planning, UC Berkeley, interview by author, 19 March 2007, Berkeley, CA.

include city or community review or any special considerations for projects in the campus environs. By the time the community and the City of Berkeley get involved, the campus project approval process is nearly complete. As described under Community Relationship above, their input is largely ignored unless lawsuits are involved. Lawsuits have resulted in some compromises by UC Berkeley, but all planned projects have gone forward so far (except for People's Park). Nonetheless, MOUs which came out of these lawsuits required the university to engage in joint planning for specific areas in the campus environs. Still, these plans are often adjusted to align with UC Berkeley's goals, not the other way around. As was the case in the 1950s, the university requests changes after the city has drawn up the plans, and the city acquiesces.

The following section discusses the role leadership has played in this decision-making process.

Leadership

Leadership has played a strong role in the success of city-university cooperation, particularly from the standpoint of the city forcing UC Berkeley to engage in collaborative planning. In the 1950s, chair of the UC Berkeley's City and Regional Planning Department and member of the Berkeley Planning Commission, T. J. Kent, pushed both the city and the university to pursue long range planning. He also supported compromise, unlike other members of the commission. Planning Director Corwin Mocine was the one who identified the joint planning issues and formulated the policies in Berkeley's first Master Plan that compelled UC Berkeley's first Chancellor Clark Kerr (1952 – 1957) to respond.[231] The success of those early planning efforts was due largely to Kerr's willingness to honestly address the concerns of the city and the community. Although the process was contentious, no lawsuits were involved.

Since the 1950s, the process has more or less continued with Berkeley mayors and City Council members pressuring UC Berkeley to change plans or increase mitigation measures. In the late 1960s and early 1970s, UC leadership was occupied in dealing with problems of student activism on campus, and campus planning has not taken the same priority at the Chancellor's Office since. Current Vice Chancellor for Capital Projects Edward Denton is responsible for planning and construction, with his staff of about 150, and higher level executives are mostly removed from these concerns.

Chancellor Robert J. Birgeneau is focused on governmental relations with Sacramento and Washington and on academic leadership, diversity, and staff development. Vice Provost for Academic Planning and Facilities Catherine Koshland is focused on environmental and energy issues such as green building. For the most part these leaders are not taking proactive steps to address planning and land use issues. However, they do represent the university when needed. For example, Chancellor Birgeneau hailed the new partnership agreed upon in the May 2005 LRDP settlement along with Berkeley Mayor Tom Bates.[232] Then, six months later, he took on the responsibility to introduce the Southeast Integrated Projects plan, a controversial plan that was not included in the LRDP, and was introduced suddenly without collaboration or outreach.

[231] Campbell, iv–vi.
[232] "Peace in Berkeley," *San Francisco Chronicle,* 27 May 2005. <sfgate.com>.

Lower level UC Berkeley administrators seem to be addressing built environment issues to a greater degree. Assistant Vice Chancellor of Environmental and Physical Planning, Emily Marthinsen, wrote an article about the campus edges in 2005 which discussed the same issues highlighted in this report as well as the steps UC Berkeley is taking to improve the compatibility and urban design of university projects. UC Berkeley also drove a recent project to improve Center Street, which connects BART to campus, contributing funds and obtaining a Federal grant for pedestrian improvements.[233]

Despite UC Berkeley's architectural and planning legacy, the campus continues to struggle with its land use and planning policies in the largely built-out and extremely activist City of Berkeley. UC Berkeley has the upper hand over the city because the university is not subject to the city's planning regulations. Greater cooperation and community outreach would surely complicate the planning process. UC Berkeley's current approach may be the most efficient – the State has an obligation to provide for the education of its citizens under the Master Plan for Higher Education in California, and therefore the projects must be built. If this is the case, UC Berkeley leaders may have taken the right stance by simply absorbing the inevitable criticism. However, it is also possible that early outreach could be used to remind the community of the university's limitations and allow some of their minor concerns to be addressed. This is what happened with planning for the GSPP annex building and a lawsuit was avoided (as discussed under Urban Form Evaluation below).

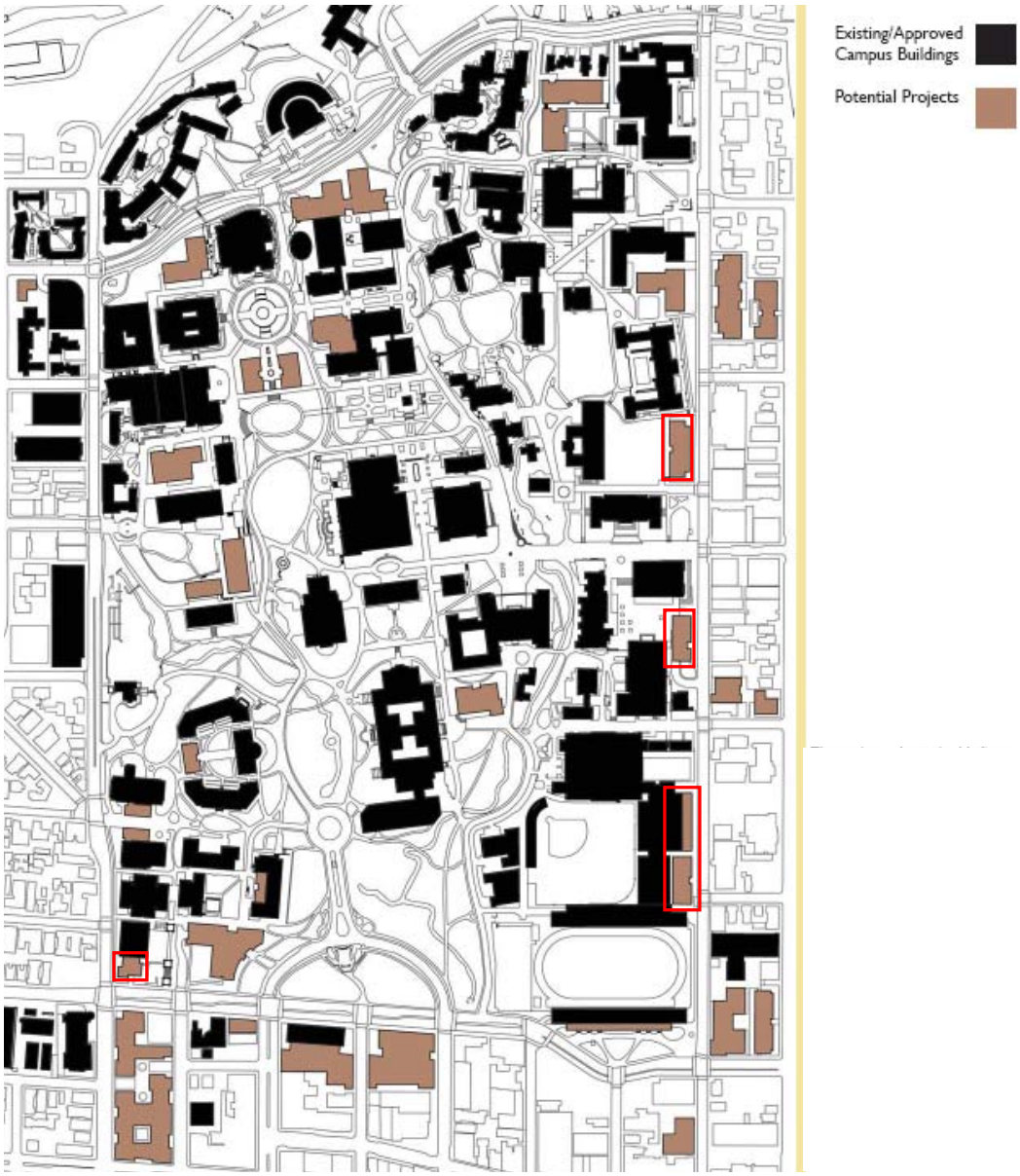
Goals and Policies

Goals and policies in the *UC Berkeley 2020 LRDP* address the impact of the university on the surrounding urban fabric in several ways. One of the challenges addressed by the 2020 LDRP is "to preserve the character and livability of the city around us, and enhance the economic and cultural synergy of city and university."[234] Of the nine broad objectives driving the LRDP, the objective most applicable to the urban fabric is the goal to "plan every new project to respect and enhance the character, livability, and cultural vitality of our city environs."[235]

The LRDP evaluates the physical capacity and environmental sensitivity of each area within the City Environs (the Adjacent Blocks and the Southside), where university and non-university properties are interspersed along city blocks served by city streets. The Adjacent Blocks contain fourteen percent of UC Berkeley's space inventory, and overall about 45% of the land is owned by the university. The university also owns about 45% of the land in the Southside including the Clark Kerr Campus, which is occupied by student and faculty residences and some sports facilities. The Southside contains 10% of the university's space inventory. LRDP Location Guidelines specify uses to be targeted in these areas: museums, performance venues, research facilities, visitor and services intensive facilities, and student services in the Adjacent Blocks; and recreational facilities in any area near campus.

[233] City of Berkeley, *Southside Plan – Planning Commission Subcommittee Draft* (July 2003), 80.
[234] UC Berkeley, *2020 Long Range Development Plan* (January 2005), 3.
[235] Ibid., 10.

Figure 51 Existing and Potential UC Berkeley Buildings



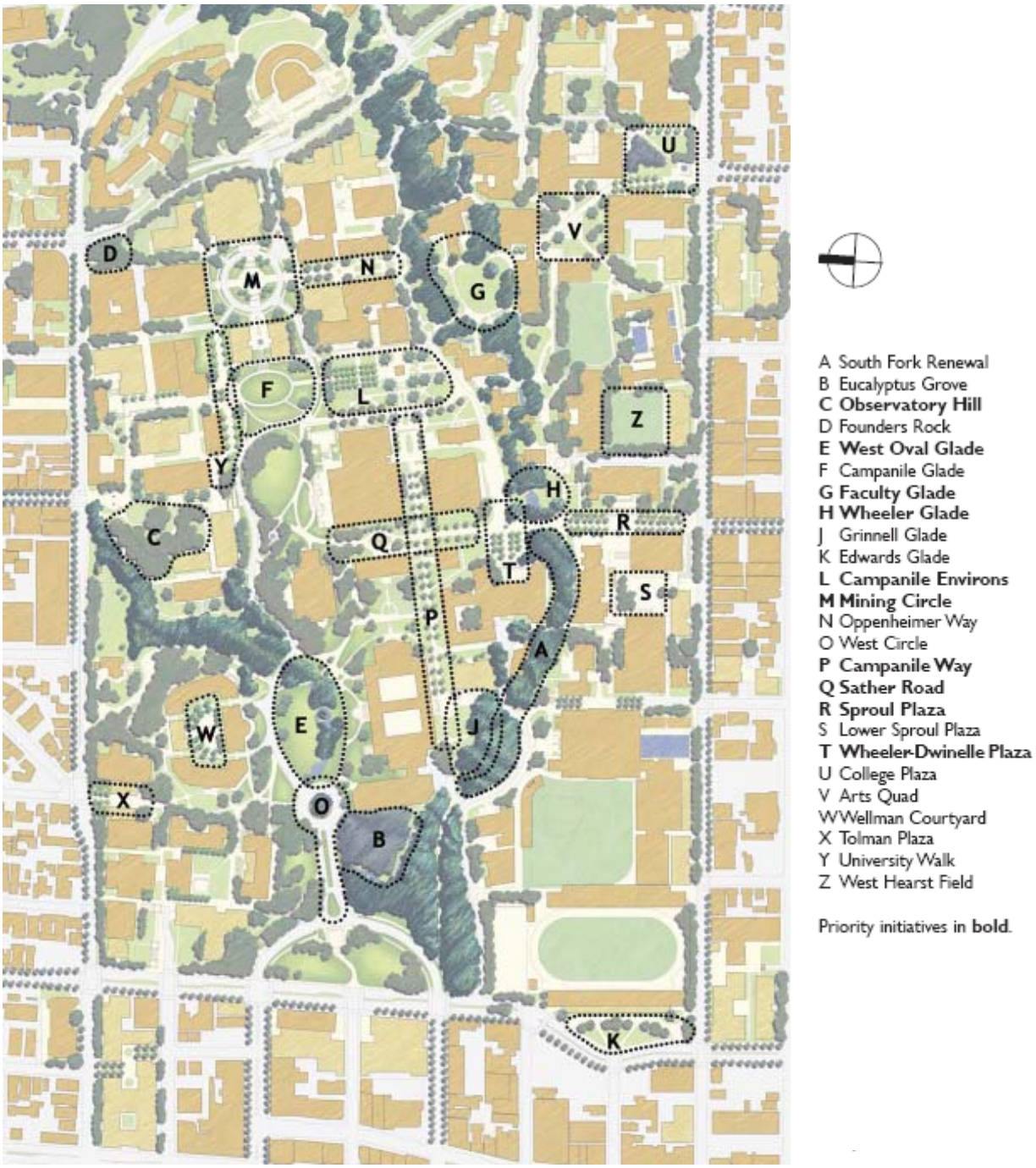
Source: UC Berkeley, *2020 Long Range Development Plan* (January 2005).

LRDP Campus Land Use policies do not clearly address urban form or the urban fabric. However, one policy aims to accommodate growth through more intensive use of land the university already owns. This policy addresses the city's concerns about land being taken off the tax roles and preserving existing residential neighborhoods. Sites that UC Berkeley could use to fulfill this policy are shown in Figure 51 (sites outlined in red have the most potential to improve edge conditions). University-owned land will always be the first option for university projects but acquisition is also an option.

The 2020 LRDP also includes ambitious Campus Housing policies to increase the supply of student housing by about 32 percent, which puts a lot of pressure on UC Berkeley to acquire more land. The plan defines a larger "Housing Zone" – roughly the area within one mile of

campus that is zoned for 40 units per acre or higher. LRDP Campus Access policies aim to balance the need for 2,300 additional parking spaces to meet current demand with incentives to use alternative modes. Policies to locate student housing near campus and transit also improve access to campus.

Figure 52 LRDP Landscape and Open Space Initiatives



Source: UC Berkeley, *2020 Long Range Development Plan* (January 2005), 30.

Campus Open Space policies call for new and enhanced open spaces, even for university projects in the City Environs, where the plan suggests improvements to the public realm such as "under-grounding surface utilities and … paving, planting and lighting within the project frontages."[236] Figure 52 shows locations of the Campus Park enhancements proposed in the 2020 LRDP. Projects D, K, R, U, and X are likely to improve the campus edges and connections to the city.

The LRDP Campus Park Framework further specifies that "projects at the city interface create a graceful transition from campus to city, and enhance the visual image and pedestrian experience of the campus edge."[237] The Framework includes a circulation policy to invest in pedestrian and bicycle routes, including improved paving, lighting, and signage. The City Interface policy of the Campus Park Framework aims to "partner with the City and LBNL [(Lawrence Berkeley National Laboratory)] on an integrated program of access and landscape improvements at the Campus Park edge."[238] The policy proposes re-envisioning the streets surrounding the Campus Park as seams rather than dividers and proposes joint funding of improvements.

Emily Marthinsen said that there is a lot of interest among staff in the urban character of the edges. To the north they are working with the city on the Davis Hall project. Along Bancroft between Telegraph and Dana they are looking to demolish Eshleman Hall, and are looking to improve edge conditions at the Hearst Gym and Parking Structure B. Bolt Law School is also planning a new entry. Along Oxford Street there have been many plans over the years, including redoing the circle, and ideas are still being generated through the Downtown Area Plan.[239]

The LRDP City Environs Framework supports the objective to respect and enhance the character of the city environs. The Framework discusses UC Berkeley's intended land use practices. In the Adjacent Blocks, the university will redevelop sites more intensively, mostly to the west in downtown Berkeley where the potential for a more vibrant interface between town and gown should be supported. The Framework also suggests partnerships and joint-ventures for projects in the Adjacent Blocks and the Southside. Project Design policies in the City Environs Framework specify that project-specific design guidelines based on general plan and specific plan policies be prepared for major projects. These guidelines would inform the design reviews conducted by the UC Berkeley Design Review Committee. The university also would make *informational* presentations to the Berkeley Planning Commission and/or Landmarks Commission as relevant. [240] UC Berkeley's Design Review Committee includes two staff members from the City of Berkeley, along with prominent faculty and local architects.[241]

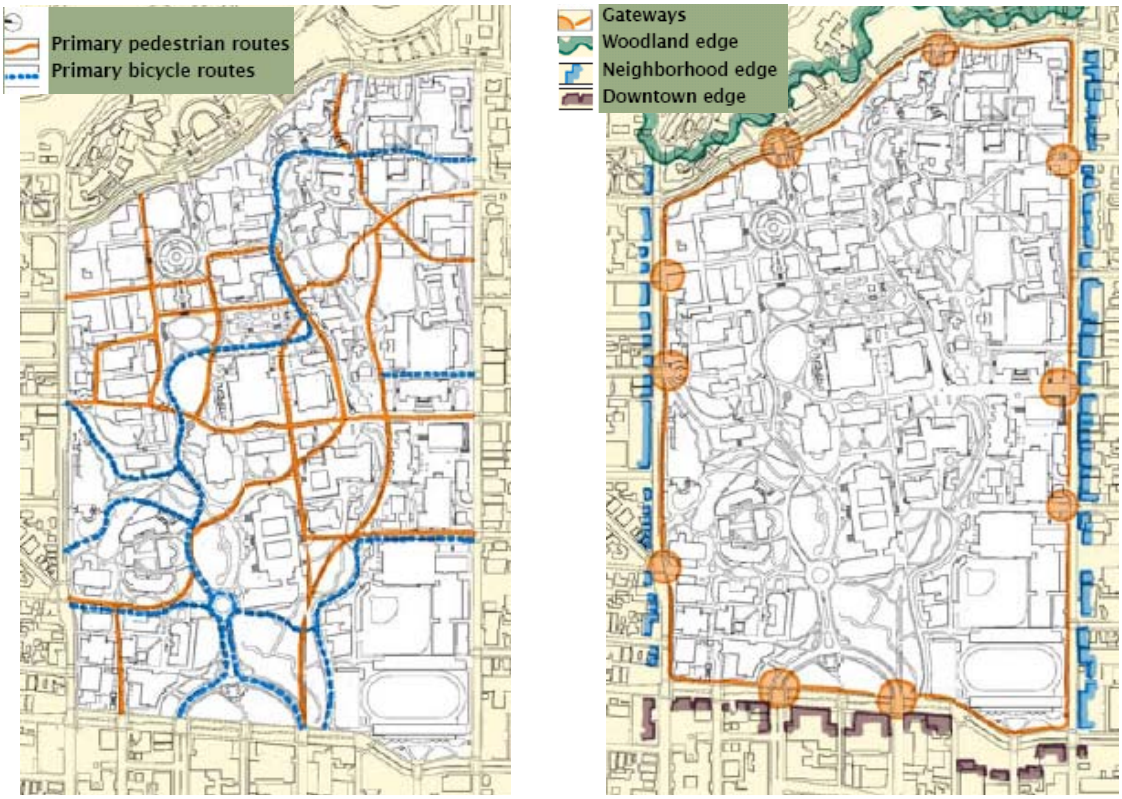
The LRDP Design Guidelines support the Framework policies. The City Interface guideline describes different landscape treatments for each campus edge. In addition,[242]

> Campus edges and entrances should create a positive first image of both the campus itself and its synergy with the city around it. New buildings at the city interface should be sited and designed to accommodate a more coherent and unifying landscape treatment.

[236] UC Berkeley, *2020 Long Range Development Plan* (January 2005), 32.
[237] UC Berkeley, *2020 Long Range Development Plan* (January 2005), 43.
[238] UC Berkeley, *2020 Long Range Development Plan* (January 2005), 46.
[239] Emily Marthinsen, interview by author, 19 March 2007.
[240] UC Berkeley, *2020 Long Range Development Plan* (January 2005), 47 – 50.
[241] Emily Marthinsen, interview by author, 19 March 2007.
[242] LRDP, 66.

Other LRDP design guidelines support active frontages, including mixed-use at the city interface where appropriate, and maximum building heights for each edge to make sure that buildings allow sunlight and create a human scale. In addition the guidelines encourage public open spaces at building entries and transparency to ground floor functions from those spaces.

Figure 53 Landscape Maps Showing Connections, Edges, and Gateways



Source: UC Berkeley Facilities Services, *Landscape Master Plan* (January 2004), 16 – 17.

The *UC Berkeley Landscape Master Plan* (2004) supports integration with the urban fabric through policies to improve pedestrian and bicycle circulation and initiatives to reshape the edges and gateways of the Campus Park. The plan identifies four cross-campus pedestrian routes. The plan acknowledges that the paths meander and are not logical, and proposes the use of materials to define the hierarchy of pathways, but no policies or initiatives specifically address direct connections through campus. However, there is a policy to create two cross-campus bike routes to support high traffic volumes (one path already exists), as shown in the bicycle and pedestrian circulation map in Figure 53. Edges and gateways are also shown in Figure 53.

Four of 25 place-specific initiatives in the Landscape Master Plan address public-oriented plazas. The plan also includes initiatives for the three urban edges of the Campus Park. The initiatives recommend new planting, paving, lighting, furnishings, and public art, as well as informational kiosks and way-finding signage at campus entrances. Special recommendations address opening up Lower Sproul Plaza and Zellerbach Hall to Bancroft Way. Suggestions include widening the sidewalk, creating a new transit hub, and replacing the large and imposing Eshleman Hall.[243]

[243] University of California, Berkeley, Facilities Services, *UC Berkeley Landscape Master Plan* (January 2004).

2020 LRDP goals, policies and guidelines strongly support improved urban design and connections to the surrounding urban fabric. As described under Decision-Making Process above, the LRDP also lays out a clear approval process for campus plans and projects. However, process does not include policies or procedures regarding public participation or city review of comprehensive plans or development projects. Despite agreement on the character of the built environment, the apparent low priority of public outreach activities seems to hinder UC Berkeley's planning relationship with the city and the community. As described in the following section, some of the City of Berkeley's goals and policies conflict with UC Berkeley's – this makes outreach more difficult, but also perhaps more necessary.

CITY GOALS AND POLICIES

The *City of Berkeley General Plan* (2001), the existing *Downtown Area Plan* (1990), and the *Draft Southside Plan* (2003) have substantial policies addressing opportunities and areas of concern related to UC Berkeley and the built environment. Unlike the 1955 Master Plan which included a University of California Division, most of the general plan elements now include sections focusing on the university.

One of the objectives of the general plan Land Use Element is to "minimize the negative impacts and maximize the benefits of the University of California on the citizens of Berkeley."[244] The plan discusses Berkeley's Measure N, passed in 1988, which states that public agencies should follow city laws and support their share of city services by paying taxes and fees. Joint-planning efforts in the Southside are acknowledged, as is the fact that university-related demands on housing and public infrastructure are difficult for the city to accommodate. The following land use policies apply to the physical relationship between the city and UC Berkeley:[245]

> Policy LU-35 Mutually Beneficial Land Use Decisions – Develop and foster close working relationships with the University of California to ensure and facilitate land use decisions that are mutually beneficial to the institution and the adjoining neighborhoods.
>
> Policy LU-36 University Impacts and Costs – Minimize the negative impacts of the size of the University population and University expansion on adjacent neighborhoods and the city as a whole.
>
> Policy LU-39 University Traffic – Reduce traffic impacts of the University on the citywide transportation system.
>
> Policy LU-41 Public Agency Development – Ensure that all land use plans, development, and expansion by public agencies are consistent with City laws, the City's General Plan and Zoning Ordinance to the extent feasible, and the California Environmental Quality Act.

Specific actions under these policies include encouraging the university to raise parking fees and seeking state legislation that would require state agencies to abide by local land use laws.

Circulation Element policies related to UC Berkeley and the urban fabric include:[246]

[244] City of Berkeley, *General Plan* (2001), LU-8.
[245] Ibid., LU-20 – LU-21.
[246] City of Berkeley, *General Plan* (2001), T-23 – T-24.

> Policy T-36 Satellite Parking Facilities – Explore opportunities to move existing long-term parking supply out of the Downtown, University, and Southside areas by creating satellite parking lots with express shuttle service....
>
> Policy T-38 Inter-Jurisdictional Coordination – Establish partnerships with adjacent jurisdictions and agencies, such as the University of California ..., to reduce parking demand and encourage alternative modes of transportation.

Specific actions include encouraging the UC Berkeley to improve its facilities for pedestrians, bicyclists, and transit riders.

The Housing Element includes a goal to have UC Berkeley take responsibility for the housing needs it generates. Relevant housing policies in the General Plan are as follows.[247]

> Policy H-34 Group Quarters – Support and encourage construction of group housing near the University for student housing.
>
> Policy H-36 University Housing and Displacement – Support University-related housing that avoids displacement of existing residents or a loss of existing rental housing … .
>
> Policy H-37 Maintenance and Expansion of Housing – Encourage the University and other institutions to keep residential buildings for housing, … and convert to residential use any unused buildings and underutilized sites where feasible.

Specific actions include encouraging UC Berkeley to continue involving residents, community organizations, and city government in long- and short-range university housing planning.

Urban Design Element Policy UD-10 supports UC Berkeley actions to maintain its historic buildings and opposes any projects that would diminish the character of historic buildings. Citizen Participation Element Policy CP-4 aims to improve citizen participation in important planning decisions made by the university. Other policies and actions related to UC Berkeley are documented in the General Plan but are not specifically related to the subject of this research.

The General Plan does not explicitly address campus edges, connections, or urban design. Specific plans for the Southside and downtown Berkeley are more explicit in this regard.

The *Draft Southside Plan* covers the same time frame as the UC Berkeley 2020 LRDP. In 1998 and 1999 city and UC Berkeley staff worked together on a first draft of the plan and held many meetings with stakeholder groups such as students, residents, faculty and staff to identify the concerns and ideas of different community members.[248] Specific goals and policies of the plan related to physical integration are discussed in the following paragraphs.

Southside Plan Land Use Policy LU-A2 says housing and mixed-use projects should be UC Berkeley's highest priority for opportunity sites in the Southside, except along Bancroft Way. Objective LU-D aims to improve Bancroft Way as a seam between the campus and the Southside. Under this objective, Policy LU-D2 encourages UC Berkeley to modify buildings along Bancroft between Telegraph and Dana to include retail and pedestrian spaces, provide a more inviting entrance to Zellerbach Hall, and make the Recreational Sports Facility more street

[247] City of Berkeley, *General Plan* (2001), H-16.
[248] City of Berkeley, *Southside Plan – Planning Commission Subcommittee Draft* (July 2003), 7.

friendly. Policy LU-D3 suggests pedestrian improvements along Bancroft including better bus stops, wider sidewalks, lighting, street trees, and other amenities.[249]

The Transportation and Community Character Elements specify detailed enhancements to corridors and gateways linking the Southside to the campus, including improvements to transit connections and the pedestrian and bicycling environment. Safety Element Policy PS-A8 calls for the city and UC Berkeley to develop a pedestrian safety plan to prioritize safety improvements such as lighting, landscape maintenance, and sidewalk widening or bulb-outs at intersections. In addition, safety policy PS-A11 says the city and university police departments should collaborate on a Crime Prevention through Environmental Design program.[250]

The 1990 Downtown Plan includes a general Urban Design Objective to improve the physical connection between downtown and the university. The plan has a section devoted to UC Berkeley. Objectives encourage increased visual integration along view corridors, student housing, and a university cultural presence in downtown, such as a museum. The strongest objective is to insure that university development makes a positive contribution to the downtown. This objective is supported by policies stating that development should follow the development phasing strategy described in the transportation element, and pay to mitigate impacts on traffic, transit, parking, and infrastructure. Additional policies state that the university should be aware of the city's infrastructure capacity and should evaluate cumulative impacts in surrounding neighborhoods more thoroughly in environmental documentation.[251]

The City of Berkeley and UC Berkeley are collaborating on a new Downtown Area Plan (DAP) as required by the 2005 LRDP Settlement Agreement. A document discussing the themes developed by the DAP task force suggests that many of the objectives in the 1990 Downtown Plan will stay in place. The discussion specifically addresses the university museum and hotel projects and sees them as an opportunity to improve connections between downtown and the campus, especially the Oxford Street frontage. The joint-planning process is seen as a positive development, but the greater university presence in downtown is viewed with caution.[252]

Berkeley City Council members are elected by district. There are eight districts in the city and UC Berkeley is bordered by four: District 4 to the west, District 6 to the north, District 7 to the south, and District 8 to the southeast. District 7, which includes the Southside, has been represented by Kriss Worthington since 2003. Worthington often initiates resolutions related to UC Berkeley, including joint proposals and official responses to university plans.[253] Tom Bates, Berkeley Mayor since 2003, is also proactive in relation to university planning issues. Bates detailed his efforts to create a fair partnership with UC Berkeley in this *Three Year Report*, including negotiation of the LRDP settlement agreement, and the agreement that allowed the

[249] Ibid., 51–54.
[250] Ibid., 151–152.
[251] City of Berkeley, "Downtown Plan Goals, Objectives, and Policies," 1990 (18 November 2006). <www.ci.berkeley.ca.us/planning/landuse/plans/dtgoals.htm>.
[252] Dan Marks and Matt Taecker, *Themes (Visions) for Downtown: A Synthesis of DAPAC Member Statements* (Berkeley, CA: City of Berkeley, 15 September 2006). <www.ci.berkeley.ca.us/planning/landuse/dap/reports.htm>.
[253] City of Berkeley, "Council Items," Council District 7, no date (8 December 2006). <www.cityofberkeley.info/council7/council.html>.

Southside Plan to move forward. In May 2006, Bates also introduced a plan to revitalize Telegraph Avenue.[254]

Berkeley's land use policies aim to mitigate the impacts of university development and encourage cooperative planning, as well as suggesting specific joint projects. UC Berkeley's policies generally support the same goals, but outcomes do not always seem as balanced. The university is open to adjusting the location of some projects and recognizes the benefit of siting and designing projects in accordance with the city policies. For example: housing has been placed primarily in the Southside where student-oriented retail is located; offices were located downtown in the 1950s, and now UC Berkeley is looking at arts and hotel facilities in the area; and quieter uses such as student apartments and academic facilities are located to the north.

Despite UC Berkeley's efforts to place uses in a compatible manner, when it comes down to it, Berkeley residents do not want UC Berkeley to change the existing scale or pattern of the community – they do not want developers to build high-density housing either. They often take extreme positions in hopes that the university will respond. Community groups may ostensibly sue for other reasons, but that fear of change is probably the real motivating factor. With such opposing goals and entrenched positions, it is no wonder that collaborative planning between UC Berkeley and the leaders and residents of the City of Berkeley has been a struggle.

URBAN FORM EVALUATION

The urban form characteristics at UC Berkeley were evaluated on September 30 and October 10, 2006 using the assessment instrument developed for this study (see Evaluation Criteria on page 18).

Connectivity and Edges

The following sections discuss the evaluation of the edges and connections through UC Berkeley's Campus Park using the new urbanist design criteria.

Edges

The edges of UC Berkeley's Campus Park scored 4.5 of 8.5 possible points on the edge criteria as detailed in Table 16. Criteria met include street trees and signs along edges, landscaped medians (at least along Oxford at the main entrance), screened parking garages, and clearly defined crosswalks. The criteria for defined edges, parks and plazas along edges, and sidewalks along edges were partially met. Criteria not met include special lighting or public art along the edges of campus. The presence of parking garages along the edges without special lighting or surfaces to enhance safety also counted as criteria not met.

Table 16 Edge Criteria – UC Berkeley

Defined edges	.5
Street trees	.5
Signs	.5
Lighting	0
Landscaped medians	.5
Public art	0
Parks/plazas along edges	.5
Parking lots/garages along edges*	0
Screening	.5
Safety	0
Sidewalks along edges	.5
Clearly marked crosswalks	1
Edges - Total Score	

[254] City of Berkeley, *Mayor Tom Bates, A Three Year Report* (Berkeley, CA: City of Berkeley, February 2006). <www.cityofberkeley.info/mayor/soc2006/Accomps2006.pdf>.

Figure 54 Edge Barriers on Bancroft

Source: Photo by author (October 2006)

Figure 55 Transit Connection with Shelter

Source: Photo by author (October 2006)

With the campus expansion over the past 50 years, the edges of campus have become less well defined, especially along the upper Hearst Street edge. Most of the edges have sidewalks, but a section of Hearst does not. The larger public plazas, Sproul and College Plazas, are concentrated on the southern edge of campus, while entries to the north offer little in the way of public space. Nonetheless, Bancroft feels like a barrier because so many buildings are set back behind walls, fences, or natural landscaping (see photos in Figures 43, 49, 50, and 54). UC Berkeley could do much to improve its edges by following the initiatives described in the 2004 *Landscape Master Plan* – adding street trees, lighting, signage and other amenities to the edges and gateway plazas that define the Campus Park.

Bicycle, Pedestrian, and Transit Connections

The Campus Park scored 8 of 14.5 possible points for overall connectivity as detailed in Table 17. Criteria met include good connections to transit with benches and shelters (see Figure 55), attractive entrances, and special lighting, paving, benches, public art, open space, and plazas along through pathways. The Campus Park is like a park, so the paths meander – they do not preserve the urban grid and are not direct. Other criteria not met include sidewalks along through streets, and buildings or landscaping that creates corridors (the landscaping has a more park-like, open feel).

Table 17 Connectivity Criteria – UCB

Preserves urban grid	0
Short blocks(East-West)	0
Short blocks(North-South)	0
Pedestrian connections to transit	1
Benches	.5
Shelters	.5
Attractive entrances	1
Sidewalks along through streets	0
Ped-scale lighting	.5
Crosswalks	0
Direct paths through campus	0
Attractive paths through campus	1
Paving	.5
Benches	.5
Public art	.5
Open space along connections	1
Plazas along connections	1
Buildings and landscaping create pedestrian corridors	0
Overall Connectivity - Total Score	**8**

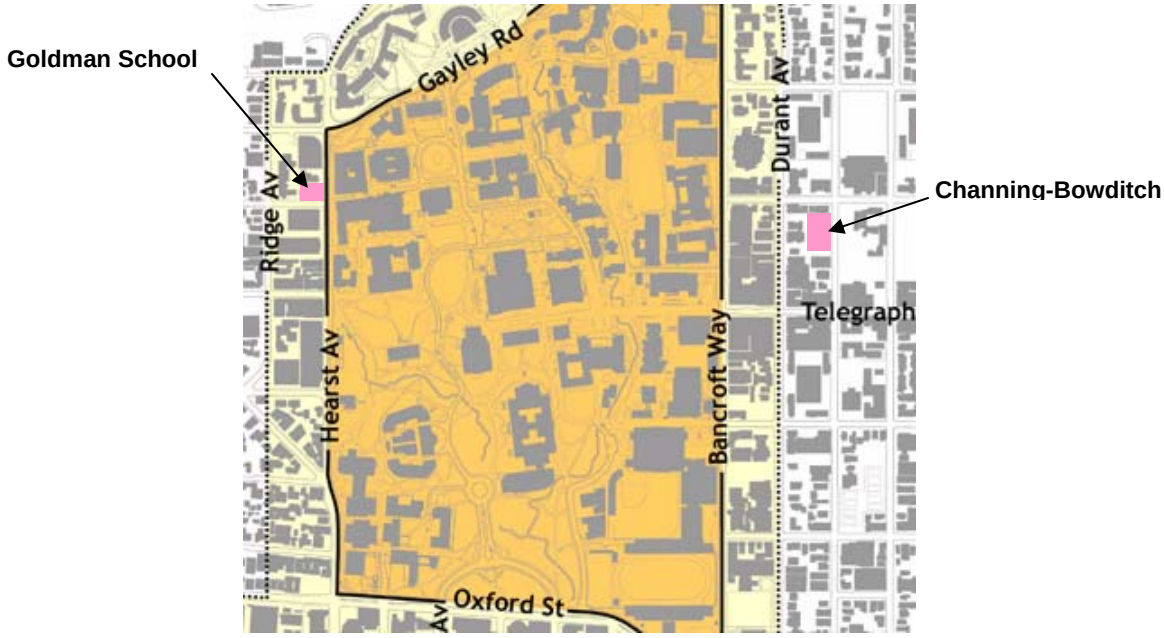
Despite the indirect nature of the paths, bike paths cross the campus and connect to the City of Berkeley bike network. UC Berkeley was designed from its inception as park-like – more natural and contemplative than the surrounding city streets. Therefore, the connections through campus are not the most efficient for bicyclists and pedestrians. However, the importance of walking paths has been recognized since the 1956 LRDP, which led to paving of paths across campus that had been mostly

dirt before.[255] The 2020 LRDP now specifically identifies current and planned cross-campus paths as well as design enhancements that aim to facilitate the flow of non-motorized traffic in the area. Although policies are strong and planning staff support changes, leadership on the issue of improving edges has been lacking.

Recent Projects

Two recent projects at UC Berkeley, the Goldman School of Public Policy (GSPP) extension building and the Channing-Bowditch Housing project are examples of buildings in the Adjacent Blocks and Campus Environs that have respected the historic character of their neighborhoods and the surrounding buildings. The location of these new buildings is shown on the map in Figure 56. These projects were chosen for evaluation because no recent projects were completed on the edges of the Campus Park. The GSPP extension opened in May 2002 and Channing-Bowditch opened in August 2004. The following sections summarize the urban design evaluations and the role of leadership, plans, policies and implementation practices in determining the relationship of each project to the larger urban fabric.

Figure 56 Location of Evaluated Projects



Source: UC Berkeley, New Century Plan: About the Plan. <www.cp.berkeley.edu/ncp/about/>.

Goldman School Extension

The GSPP extension is located across from the Campus Park, on the corner of Hearst and Le Roy Streets, on the site of a former surface parking lot. The new building is adjacent to the school's existing building, the city landmark Beta Theta Pi fraternity house built in 1893, and the National Register Landmark Cloyne Court built in 1904. The 13,000 square foot extension building holds two large classrooms, seminar rooms, and twelve faculty offices. Planning for the building began in the mid-1990s. GSPP used the project as a public policy lesson, conducting many

[255] Kerr, 103.

meetings with neighborhood groups and preservationists. Architectural Resources Group restored the existing building before designing the extension, and managed to create a design that satisfied a majority of stakeholders. Threatened law suits were withdrawn.[256]

As detailed in Table 18, the GSPP extension (see Figure 57) scored 15.5 of 22 possible points for its contribution to edge conditions compared to 16 points for the academic buildings across the street (see Figure 58). All of these buildings score relatively high because they address the street well. The new GSPP building scored points on the urban form evaluation for not having parking lots or blank walls along the street, and for screening loading docks. There are plenty of windows and a recessed, transparent entryway. The building is minimally set back and the streetscape is pleasant with street trees, special paving and lighting, bicycle racks, plantings, and clearly marked crosswalks. Massing, density, layout, and design details are compatible with nearby historic buildings and respect the local character. However, the project failed to score points for mixed-use, and no benches, shelters, trash receptacles, or special signage or fencing are located along the street frontage. A few criteria were only partially met. Missing elements mean the building is only partially successful at creating a

Table 18 Project 1 Criteria – UCB

Parking lots on street*	1
Garages/loading docks screened	1
Fences/barriers along street*	.5
Minimal building setbacks	1
Massing/density compatible	1
Pattern/layout compatible	1
Blank walls along street*	1
Entrances facing street	.5
Windows facing street	1
Recessed/transparent entries	1
Mixed-use	0
Street trees	1
Distinctive public space	.5
Paved surfaces	.5
Unit paving	.5
Lighting	.5
Signs	0
Display boards	0
Bicycle racks	.5
Information kiosk	0
Trash receptacles	0
Fencing/bollards	0
Benches/seats	0
Shelters	0
Plantings	.5
Clearly marked crosswalks	1
Design details	1
Design respects local character	1
Project - Total Score	15.5

Figure 57 GSPP Frontage

Source: Photo by author

Figure 58 Soda Hall

Source: Photo by author

[256] Kenneth Caldwell, "A New yet Familiar Neighbor: Goldman School of Public Policy UC Berkeley by Architectural Resources Group," *ArchNewsNow.com*, 30 January 2003 (12 October 2006).

distinctive public space. An entry faces Le Roy but none faces Hearst, and a wall extending from the corner of Hearst and Le Roy creates a barrier along part of the site.

GSPP's willingness to work with neighbors and preservationist, and the skill and experience of the architectural consultants made a difference in the outcomes for GSPP extension building. Lawsuits were avoided by addressing the concerns of citizens and both the school and the neighbors are pleased with the result.

Channing-Bowditch Housing

The 228-bed, 57-apartment Channing-Bowditch housing project is located three blocks from the Campus Park in the Southside university housing area. Nearby buildings include other dormitories, the National Historic Landmark Anna Head School (1892 – 1927), and the adjacent historic Shorb House (1890s). The design complements the historic shingle style characteristic of buildings in the neighborhood. The building wings step down from four to three stories along the street to complement the height of nearby structures. Parking and modular office buildings for the university Parking and Transportation Department previously occupied the site, which was identified for housing in the 1990 – 2005 LRDP.

The Channing-Bowditch housing project scored 16 of 22 points for its contribution to the edge conditions compared to 7 points for the Anna Head School and surrounding surface lot across the street. The evaluation results are summarized in Table 19. Edge conditions on either side of the street are shown in Figures 59 and 60.

Table 19 Project 2 Criteria – UCB

Parking lots on street*	1
Garages/loading docks screened	1
Fences/barriers along street*	1
Minimal building setbacks	1
Massing/density compatible	1
Pattern/layout compatible	1
Blank walls along street*	1
Entrances facing street	1
Windows facing street	1
Recessed/transparent entries	.5
Mixed-use	0
Street trees	1
Distinctive public space	0
Paved surfaces	.5
Unit paving	.5
Lighting	.5
Signs	0
Display boards	0
Bicycle racks	.5
Information kiosk	0
Trash receptacles	0
Fencing/bollards	0
Benches/seats	0
Shelters	0
Plantings	.5
Clearly marked crosswalks	1
Design details	1
Design respects local character	1
Project - Total Score	16

Channing-Bowditch met many of the evaluation criteria including compatible massing, density, and layout, minimal setbacks, entrances and windows facing the street, street trees, special lighting and paving, bike racks, and plantings. Parking and loading docks are screened and there are no barriers or blank walls along the street. Special design details reflect local character. However, criteria not met include signs and display boards, special fencing, benches, shelters, trash receptacles, and public art – these amenities would help to create a distinctive public space. The building also does not include a mix of uses. Entries are recessed, but are not transparent – the criterion is partially met because entrances are enclosed in private courtyards. In short, the project creates a pleasant streetscape and enhances the architectural character of the neighborhood, but does not create a distinctive public space.

<www.archnewsnow.com>.

Channing-Bowditch illustrates successful place-making through context-sensitive design. The need for security in student housing means that such projects are often less desirable places to create shared public open space. Overall, this medium-density housing project brings color and attractive architecture to this street segment and fits the style and massing of buildings on the block.

Figure 59 Channing-Bowditch & Shorb House

Source: Photo by author

Figure 60 Anna Head Building

Source: Photo by author

CONCLUSION

Recent planning and project development trends at UC Berkeley indicate that the university and the city are working towards improved physical integration. Although the Campus Park edges are unwelcoming and connections are unclear, specific plans and policies aim to address these issues and mend the urban fabric. Recent projects in the Adjacent Blocks and the Southside relate to both the university and the city and enhance the urban streetscapes. However, UC Berkeley's plans frequently raise many of the same concerns raised in the 1950s – traffic and congestion, parking, student housing, the university presence in the downtown business district, the nature of off-campus uses, taxes, and city services.

In recent decades, UC Berkeley leadership has not attempted to address these issues head on – often ignoring the concerns of the city and residents during the EIR public participation process. City leaders did not acquiesce and sued UC Berkeley several times, resulting in two major settlement agreements which called for joint-planning in the Southside and in downtown Berkeley. Since 2003, Berkeley's Mayor Tom Bates and others have worked to create a fair partnership with UC Berkeley and in 2005 they achieved a major settlement with the university over payments for services and joint planning. As a result of these efforts, UC Berkeley has committed significant resources to planning and infrastructure in nearby areas, but the university's willingness to fully engage with the community still seems lukewarm.

Underlying UC Berkeley's reticence may be the differing needs of the university and the city. For example, in the Southside the City of Berkeley is concerned with preserving neighborhoods, maintaining its retail base, traffic congestion, and parking. However, UC Berkeley is concerned with housing students and providing access to sports and entertainment facilities.[257] On the other

[257] City of Berkeley, *Southside Plan – Planning Commission Subcommittee Draft* (July 2003), 62.

hand, synergistic projects in downtown Berkeley offer the potential for mutually beneficial uses and improved connections between the city and the university. It seems that this strong alignment of goals may finally induce UC Berkeley to more fully engage with the city and the community. Perhaps the timing is right.

Both university and city policies support greater integration. UC Berkeley *Landscape Master Plan* and *2020 LRDP* policies aim to improve the campus edges and connections, and to respect the character of the surrounding neighborhoods as the university continues to expand. The *City of Berkeley General Plan* supports these university policies and Specific Plans suggest additional improvements and joint efforts such as joint planning for pedestrian safety. The General Plan also urges UC Berkeley to improve citizen participation in planning decisions. Rapport between university and city staff and leaders has improved in recent years with regular informal meetings. Nonetheless, as UC Berkeley continues to expand, a clearer outreach process for edge projects and stronger policies supporting adherence to city design guidelines could help build the trust and support of the community.

The evaluations of campus edges and connections presented in this case study help to explain how leadership, policies, and implementation practices have influenced the relationship of UC Berkeley to the surrounding urban fabric. Table 20 summarizes the evaluation results with respect to the hypothesis of this research. The campus edges and connections scored medium- on the urban form criteria for several reasons, including the original conception of the campus as a park-like environment and lack of high-level university leadership. There is much potential to improve the edges of the Campus Park and make the campus more welcoming to the community. Recent UC Berkeley projects in the city environs scored higher but were still in the medium range on the urban form evaluation. Context-sensitive design and outreach (in the case of the Goldman School extension) helped make the evaluated projects a positive addition for the neighborhoods as well as the university. Still, the elements of great place-making were missing.

Table 20 UC Berkeley Case Study Summary

Assessment Category / Score	Policies/Practices	Leadership	Community Outreach
Edges 4.5 out of 9.5 Medium^{-}	City and university policies support a variety of specific improvements As of yet, there have been few improvements to campus edges	All sides agree that the edges of campus need improvements, but no one party appears to be taking strong leadership on this issue	Joint planning for downtown and the Southside is leading to joint visions, and hopefully to the realization of policies to improve the Bancroft and Oxford edges
Connections 8 out of 14.5 Medium^{-}	1957 plan suggested landscaping to integrate with the city LRDP and Landscape Master Plan policies encourage improved pedestrian and bicycle paths through campus and improved campus gateways Campus Bike Plan	Many people have advocated for better pedestrian and bicycle amenities, especially in the Southside UC Berkeley planning staff is working on projects and ideas to improve connections at the campus gateways	UC Berkeley and the city worked together with the community on the Center Street pedestrian corridor leading from BART to the campus, but joint plans to improve connections in the Southside have not been implemented

Assessment Category / Score	Policies/Practices	Leadership	Community Outreach
Project #1 Goldman Annex 15.5 out of 22 Medium	LRDP objective to respect and enhance the character of the city environs	GSPP saw the project as a lesson in public policy	Community outreach reduced conflict, avoided lawsuits and resulted in a building that is acceptable to all parties
Project #2 Channing-Bowditch 16 out of 22 Medium	LRDP objective to respect and enhance the character of the city environs, and agreement to abide by the Southside Plan	All parties pushed for more student housing in the Southside area	No specific outreach efforts were documented in relation to this project. The city was involved through the UC Berkeley Design Review Committee.
Overall Assessment Medium-	The campus was conceived as park-like, secure, and secluded from the city The needs of the city and the university are often fundamentally different	Lawsuits & settlements have been the most effective measures for achieving compromise in recent years	Early outreach by UC is lacking and issues are often not addressed through the EIR outreach process

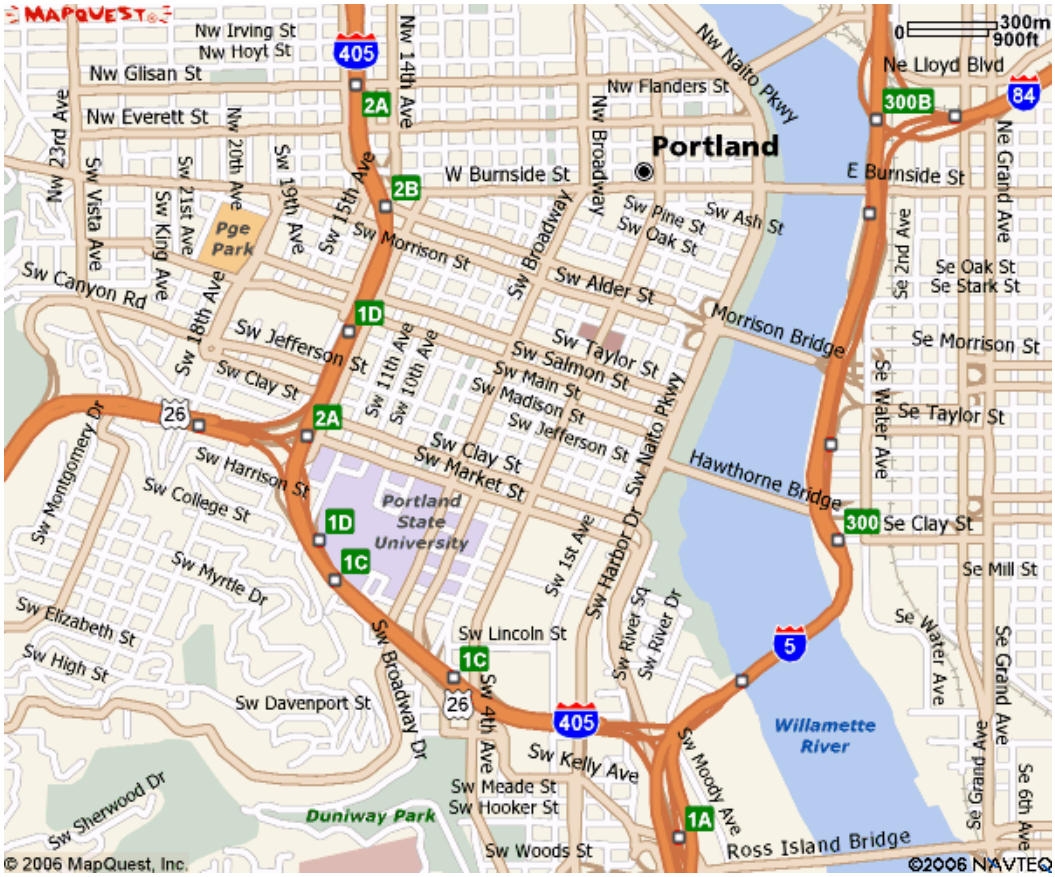
Recent trends towards new urbanism and context-sensitive design appear to have influenced UC Berkeley's planning policies and approaches. The university now pays attention to appropriate design and siting, and as a result, projects are more agreeable to the city and the community. Shared goals and joint-planning efforts are leading to clearer priorities for improvements such as those advocated by both the city and the university along the edge joining downtown to UC Berkeley.

In summary, although strong leadership and communication have been lacking, trends in politics, planning, and urban design are leading to policies and practices to improve the integration of the campus with the surrounding urban fabric at UC Berkeley. Whether or not these goals and policies are realized depends to some extent on the priorities of university and city leaders over the next several years.

CHAPTER 7 PORTLAND STATE UNIVERSITY – CASE STUDY

This case study looks at goals, policies, and outcomes related to physical integration with the urban fabric at Portland State University (PSU), a compact urban campus at the southern edge of downtown Portland, Oregon (see Figure 61). Most university facilities are located on the 47-acre campus. Portland is widely admired for its progressive planning strategies. The vibrant downtown business and cultural district has convenient public transportation and a significant residential population.[258]

Figure 61 PSU Regional Setting



Source: MapQuest.com, Inc., generated by Katja Irvin (November 2006). <www.mapquest.com> [10 November 2006].

The case study begins with background information about: campus history; current conditions related to enrollment, land use, and integration; neighborhood demographics; and the analytical framework for campus building projects and the community relationship. This is followed by analysis of the factors identified for study – leadership, university policies and practices related to physical integration and outreach, and city goals and policies related to PSU. This analysis informs a discussion of the results from the evaluation of connections, edges, and recent edge projects at the campus. The conclusion looks at how the study factors are interacting to impact the condition and direction of the PSU campus with respect to physical integration.

[258] Ziona Austrian and Jill Norton, *Urban Universities and Real Estate Development*, prepared for the Lincoln Institute of Land Policy (Cleveland, Ohio: Center for Economic Development, December 2002), 100.

BACKGROUND

A public institution of higher education has operated at the site of PSU since 1952 when the Portland School District donated Lincoln High School, a 1911 building located on the Park Blocks, to the Oregon State System of Higher Education (OSSHE). Vanport College relocated to the building as the Portland State Extension Center the same year. In 1955 the State Board of Higher Education College re-established the college as a four-year institution named Portland State College. Enrollment was 2,800 students. The Oregon State Legislature envisioned a city college to serve commuters. [259]

The campus was extended to the south three times between 1955 and 1960 until the campus boundary reached the I-405 freeway. Several campus buildings were also constructed from 1958 to 1960. An aggressive development plan prepared for Portland State College in 1961 recommended expansion of existing buildings and construction of sixteen additional buildings. That year the campus boundaries were extended west to include the entire area between the Park Blocks and the freeway, increasing the size of campus significantly. The College's first graduate programs were also established in 1961. Several additional buildings were completed between 1961 and 1963 and a study investigating street closures on campus began in 1963.[260]

In the early 1960s an 83-acre urban renewal area, the South Auditorium project area, was established to the east of the college. Although high-rise apartment and office buildings were constructed, the area has remained underdeveloped compared with most of downtown Portland. In 1965, the campus itself was designated as the Portland State College urban renewal area.[261] Now, PSU is expanding into the South Auditorium area, as shown in Figure 62.

Between 1966 and 1968, the City of Portland began vacating streets on campus, many of which were developed into pedestrian areas. Construction of new buildings continued. In 1966 a revised campus Development Plan recommended an additional 2.3 million gross square feet of buildings to serve a projected 20,000 students. Enrollment at the time was 8,800 regular students plus 5,100 evening students in the Continuing Education program. The Development Plan called for structured parking to serve the commuter campus, along with pedestrian bridges and tunnels linking parking to academic buildings.[262]

In 1969, Portland State College gained full university status, doctoral programs were established, and the institution became Portland State University. Between 1969 and 1972 several academic and support buildings were completed, including a second parking garage, and additional land was acquired through urban renewal. However, between 1972 and 1978 no new buildings were constructed due to funding limitations. In 1975, parking for PSU was capped at 2,232 spaces as part of a downtown plan to comply with the Clean Air Act.[263]

In the late 1970s the State Legislature finally recognized the need for student housing and provided funds for the acquisition of new housing. By 1979, 740 housing units were available.

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[259] Portland State University, *Portland State University Facilities Plan, 2000 – 2010* (2 March 2000), 27.
[260] Ibid., 27-29.
[261] Gene Bunnell and Catherine T Lawson, "A Public University as City Planner and Developer: Experience in the 'Capital of Good Planning'," *Planning, Practice & Research* 21, no. 1 (February 2006) 28-29.
[262] Portland State University, *Portland State University Facilities Plan, 2000 – 2010* (2 March 2000), 29.
[263] Ibid., 30.

In 1979 the campus boundaries were again extended substantially, two blocks east to Fifth Avenue. The campus Development Plan was also updated in 1979 and in 1980, and PSU was granted authority to establish campus design standards. Enrollment was over 9,500 students in 1975 and reached 10,500 by 1980.[264]

By 1985, PSU encompassed about 40 city blocks, with ten student apartment buildings, 26 academic buildings and three parking structures. Enrollment declined in the early 1980s, and in the mid-1980s PSU revised its mission to focus on becoming a comprehensive research university. The Development Plan was revised in 1986 to plan for a full-time equivalent (FTE) population of 12,200. The plan projected a need for 2.2 million gross square feet of academic space, 3,050 parking spaces, and housing for fifteen percent of students (1,830 units). State goals to reduce traffic and city goals to provide housing influenced these parking and housing policies. The plan also extended the campus boundaries one block east to Fourth Avenue and recommended establishing a University District that would define design standards and allow for better coordination with the City of Portland.[265]

By 1988 enrollment was back over 10,500, but declined again in the early 1990s and then reached about 11,000 FTE students again by 1998. Academic space was expanded between 1986 and 1994 and a dormitory was constructed on campus. By 1995 the campus planning area consisted of 46 city blocks including over 2.1 million square feet of building space, about 930 housing units, and 2,500 parking spaces. The parking cap was raised to 2,574 spaces but much of the nearby on-street parking was removed.[266]

In 1995, the OSSHE, PSU, and the City of Portland established the University District, delineated by Market Street, Fourth Street, the freeway and Fourteenth Street. Goals for the district included providing 1,000 new housing units by 2010 and transforming the campus into a regional transportation hub for pedestrians, bicycles, cars, buses, streetcars, and light rail. Portland's 1995 Central City Transportation Management Plan (TMP) required significant reduction of trips by single-occupant vehicles as well as the development of a pedestrian open space system linking PSU to the city. The TMP also encouraged mixed-use development, combining housing and academic uses with retail and commercial uses.[267]

Changes envisioned in the 1995 *University District Concept Plan* began a transformation of the eastern edge of the PSU campus which continues today. By 2000, the 47-acre campus was home to 27 academic related buildings comprising over 4 million square feet, eleven student apartment buildings containing 929 units, and 2,924 parking spaces.[268] FTE student enrollment was 12,246 (about 25 percent graduate students) and 692 FTE faculty positions were budgeted.[269]

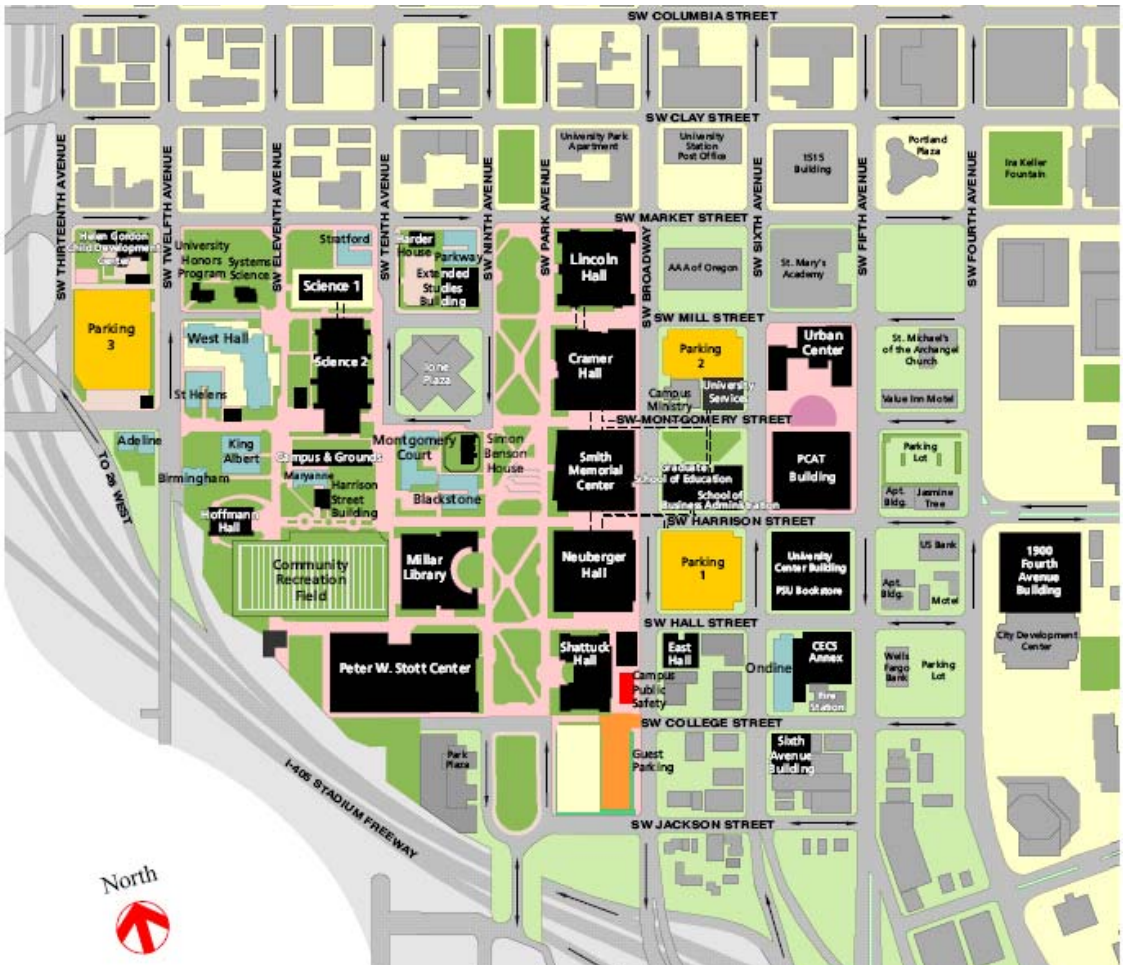
Since 1995 university projects, mostly along the eastern edge of campus, have implemented goals for transit-oriented development and mixed-use. The Urban Center, a mixed-use academic

[264] Ibid., 31.
[265] Ibid., 31-32.
[266] Ibid., 32-33.
[267] Ibid., 33.
[268] Ibid., 33-34.
[269] Portland State University Office of Institutional Research and Planning, "Background," no date (11 March 2007). <www.oirp.pdx.edu/source/port0001/backgrnd.htm>.

building, was completed in 2000. The transit-oriented project, which includes a large public plaza, is seen as a major step towards integrating the university with the city. The Urban Center anchors a four-block area analyzed by the Portland Development Commission in the *Montgomery Blocks Development Strategy*, which formulates strategies for the development of the remaining three blocks. Figure 62 shows the layout of the existing buildings and open spaces on the PSU campus.

The *Portland State University Facilities Plan 2001 – 2010* accommodates enrollment increases from about 12,500 FTEs in 2000 to 13,480 FTEs by 2010. The plan projected a need for 2.2 million square feet of new academic facilities, 180,800 square feet of additional library space, 229,500 square feet of additional indoor recreation space, 2 million square feet of outdoor recreation space, 1,748 new housing units, 188,500 square feet of additional structured automobile parking, and 2,200 square feet of additional bicycle parking.[270]

Figure 62 PSU Buildings and Open Space



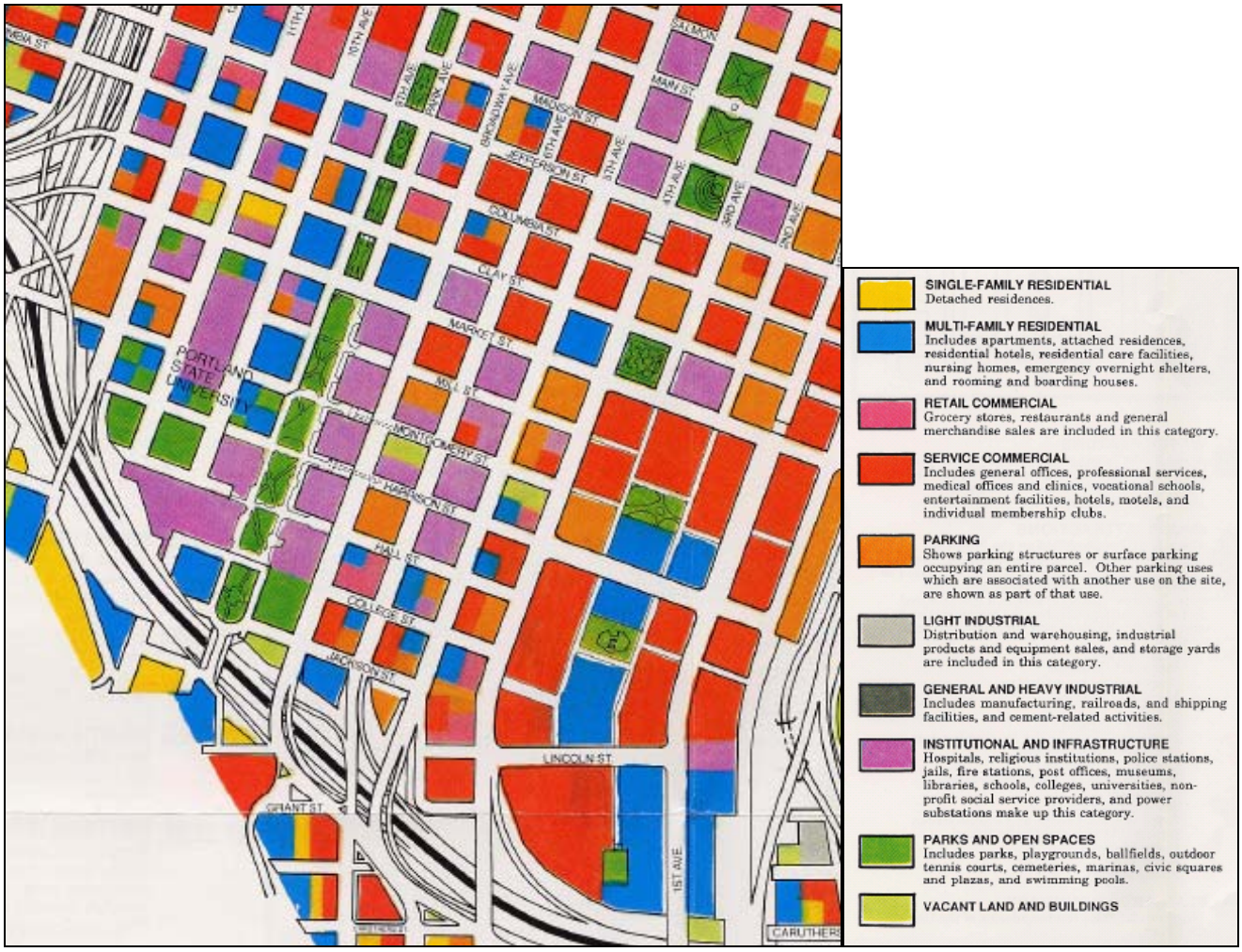
Source: PSU, "Portland State University Campus Map," 7 August 2000 (11 March 2007). <www.clr.pdx.edu/images/directory.pdf>.

[270] Portland State University, *Portland State University Facilities Plan, 2000 – 2010* (2 March 2000), 10.

Neighborhood Context

The PSU campus adjoins the southern end of the central business district of Portland, Oregon, a city of 503,000. The population of the Portland metropolitan area is approximately 1.7 million.[271] PSU is currently expanding into the South Auditorium Urban Renewal District to the east of campus, which connects to the rapidly developing South Waterfront Urban Renewal District farther east along the Willamette River. The Interstate 405 freeway curves around the southern and western edges of the campus, creating a separation from the residential neighborhoods in the hills beyond. Figure 63 shows the predominant land uses in place around the campus in 1987. The campus is still surrounded mostly by service commercial, institutional, and multi-family residential uses. Retail Commercial uses have been lacking, but since 2000, mixed-use development (particularly at PSU) has brought retail uses to the area.

Figure 63 PSU Neighborhood Context



Source: Portland Bureau of Planning, "Central City Predominant Land Use Map," July 1987 (18 March 2007). <http://www.portlandonline.com/shared/cfm/image.cfm?id=92099>.

[271] Portland State University Office of Institutional Research and Planning, "Background," no date (11 March 2007).

Portland's central business district did not deteriorate to the same extent as many American cities in the 1960s and 70s, but many areas including PSU and surrounding districts were identified as urban renewal areas. The area around PSU has been slow to attract new development. However, the Portland Streetcar finally came to PSU in 2001, simultaneously with the completion of PSU's first major mixed-use project, the Urban Center. More recently PSU completed two mixed-use residential projects in 2003 and 2004, providing 500 additional housing units on campus.

> ... The fact that Portland is a growing city with a vital downtown has benefited the university tremendously. Many urban universities must struggle to provide the amenities the campus community desires, but PSU is surrounded by restaurants, retail establishments, and various service providers. The university's downtown location is also important in that it limits the opposition to development that often faces institutions surrounded by residential neighborhoods. ...[272]

In 2002, the Portland Development Commission (PDC) – Portland's urban renewal agency – completed a development strategy for the four central blocks of the Montgomery Blocks, a sixteen-block area which extends into the northeast corner of PSU and includes the Urban Center. City and PSU shared goals for the area include creating a catalyst project to activate the area, providing a mix of housing types, accommodating light rail, and ensuring excellent urban design.[273] The Montgomery Blocks are within the South Park Blocks Urban Renewal Area (see Figure 64). The area was established in 1985 to improve the downtown transit mall, support the downtown retail core, provide affordable housing, and support PSU as an economic generator for the city, among other goals. [274]

PSU benefits from a compatible physical environment. Separation from established single-family neighborhoods has allowed PSU to continue expanding without encountering much opposition. The existence of several urban renewal areas around campus has encouraged extensive collaboration between PSU and the PDC. Most recently, the *Montgomery Blocks Redevelopment Strategy* and the Portland Mall light rail project (discussed in more detail under City Goals and Policies below) show how planning for university expansion is integrated with urban renewal and transportation planning for Portland and the wider region.

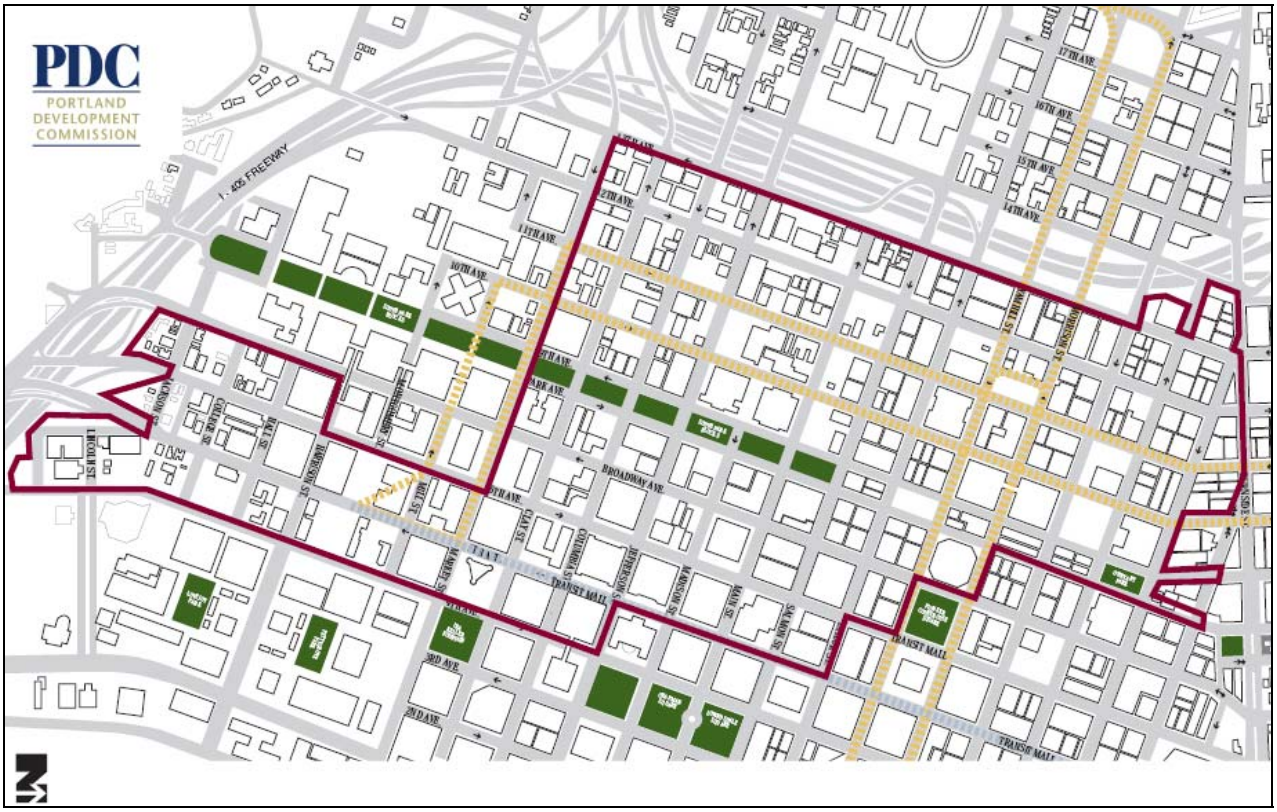
Demographic Profile

Portland has a slightly higher percentage of Asians (6.3%) and Blacks (6.5%) and a lower percentage of Whites (75.5%) and Hispanics (6.8%) than Multnomah County as a whole, which is 5.7% Asian, 5.5% Black, 76.5% White, and 7.5% Hispanic. Census Tract (CT) 56, which comprises PSU, has a higher percentage of Asians (16.6%) and a lower percentage of Whites (70.6%), Blacks (2.6%), and Hispanics (4.4%) compared to both the city and the county. 85.7% of Portland residents have at least a high school diploma, and 32.6% have a bachelor's degree or higher, compared to 85.6% and 30.7% respectively for the county. Median household income is $40,146 compared to $41,278 for the county. Age characteristics do not vary substantially between the city and the county. However, CT 56 has a much higher percentage of residents aged 20 to 24 (25.8%) and 25 to 34 (25.1%) than Portland as a whole, which has 7.6% and

[272] Austrian and Norton, 118.
[273] Portland Development Commission, *Montgomery Blocks Development Strategy* (August 2003), 9.
[274] Portland Development Commission, "South Park Blocks," no date (18 March 2007). <www.pdc.us/ura/south-park-blocks/south_park_blocks.asp>.

18.3% of the population in these age groups.[275] This substantial college-age population indicates that PSU has a strong impact on the demographics of the surrounding area.

Figure 64 South Park Blocks Urban Renewal Area



Source: Portland Development Commission, "South Park Blocks," no date (18 March 2007). <www.pdc.us/pdf/ura/south_park_blocks_ura.pdf>.

Analytical Framework

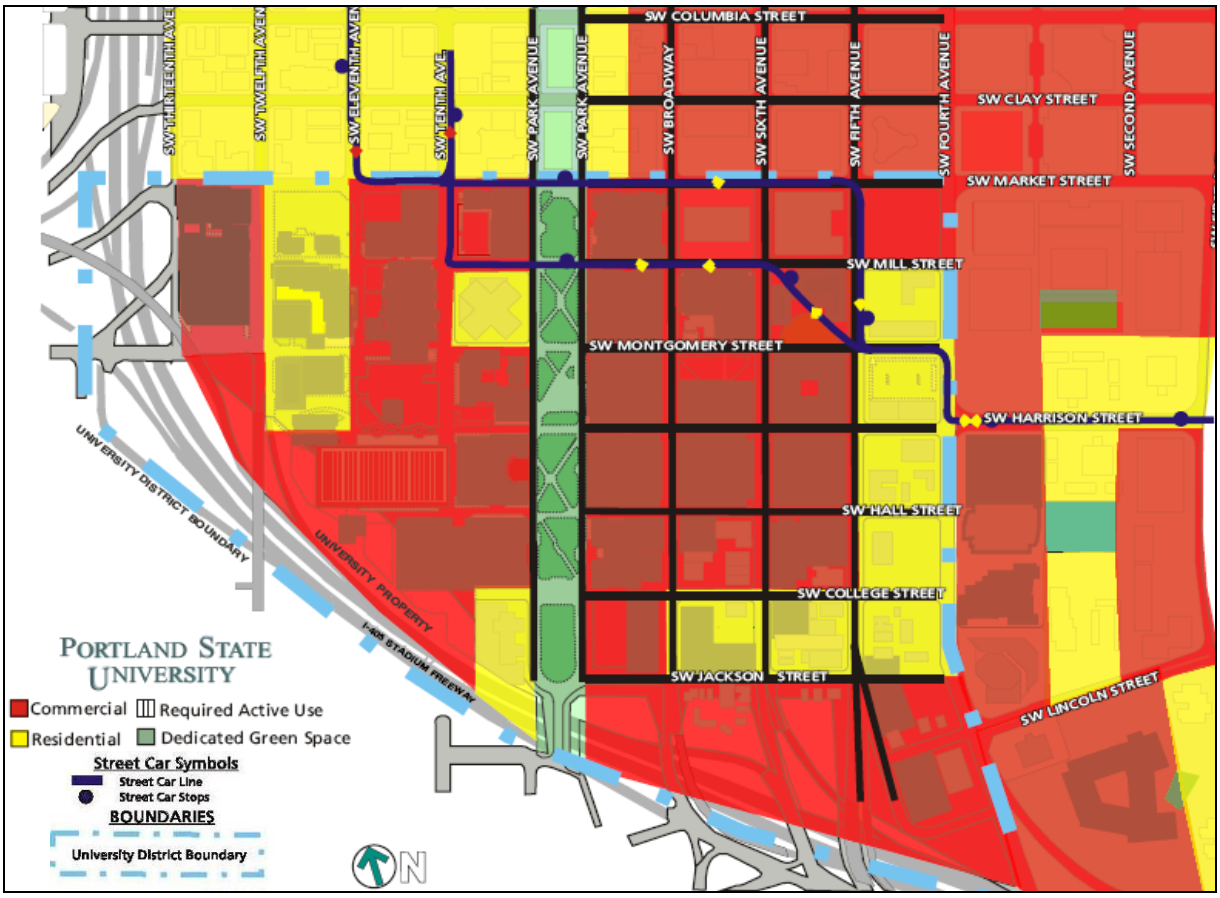
During the early formation of campus, PSU was largely developed by acquiring existing structures through condemnation. Recent expansion has been through purchase of structures east of Broadway Ave. as they came on the market. After completion of the Urban Center Building in 2000, PSU had 127 square feet of campus building area per enrolled student (including structured parking and student housing areas), placing PSU as the most densely populated campus among 42 institutions surveyed.[276] Limited funding resources and land availability are increasing challenges as the growing university tries to meet its needs. The current framework for planning at PSU is defined in the 1995 *University District Concept Plan* and the 2000 *Portland State University Facilities Plan: 2001–2010*.

Collaborative planning is mandated by the State of Oregon's framework of statewide planning goals which direct public agencies to coordinate plans and actions.[277] PSU projects must be

[275] U.S. Census Bureau, Decennial Census of Population, 2000 (1 April 2007).
[276] Portland State University, *Portland State University Facilities Plan, 2000 – 2010* (2 March 2000),88.
[277] Bunnell and Lawson, 41.

located within the campus boundaries approved by the state board and city council and are subject to the city's design review process.[278]

Figure 65 South Park Blocks Urban Renewal Area



Source: Portland State University, Campus Physical Planning Committee, "University District Maps," 29 March 2005 (3 April 2006). <www.fap.pdx.edu/planning/public_cppc_1/UD-CPPC_maps/index.htm>.

When Judith Ramaley was appointed President in 1990 she increased emphasis on PSU's urban mission, promoting the idea of an 'Urban Grant University' under the new motto "Let Knowledge Serve the City." Her efforts led PSU to develop a University District Plan, which became an official part of the Central City Plan (approved by the Portland City Council in April 1995). The plan attempted to address land use issues such as the disconnect between the campus core west of Broadway and areas east of Broadway where the campus was likely to expand. The District plan called for central city mixed use zoning to be applied in the University District and identification of residential and commercial zoning to complement PSU's expansion and redevelopment plans. Zoning has been updated accordingly as shown in Figure 65, simplifying entitlements for university buildings. However, most of the land east of Broadway still is not under PSU's control and ownership is fragmented.[279]

[278] Austrian and Norton, 110-111.
[279] Bunnell and Lawson , 30 – 32.

The *University Facilities Plan: 2001–2010* presents three scenarios for meeting the university's extensive academic, support, housing, and vehicle parking space needs through renovation, intensification, and acquisition of properties within the University District that have a high potential to be redeveloped for academic facilities or student housing.

> The Facilities Plan is a report to the Chancellor's Office of the Oregon University System that describes PSU's request for funding and/or spending authority to rehabilitate existing and construct new university facilities. It incorporates enrollment projections, facility needs assessments, and facility conditions assessments for academic, research, student housing, and auxiliary facilities. …[280]

The Facilities Plan identifies the following major quantitative facility issues: growth in student headcount from 19,883 to 21,943 by 2010; funding needed to adequately address capital projects and deferred maintenance; a need for 138 additional classrooms and labs; and at least 70,000 square feet of additional research space. The acquisition of 500,000 sq. ft. in the late 1990s added enough capacity to absorb anticipated growth through about 2005.[281] The plan does not address urban design.

In 2005 PSU began a new master planning process to prepare for extensive capital construction, rapid enrollment growth, and modernization of existing facilities. Key goals of this effort are to identify future improvements and provide a physical development plan to accommodate projected academic, research and housing needs.[282] The *University District Master Plan Needs Analysis* (completed in September 2006) concluded that PSU will expand further, with a need for at least eight buildable blocks over the next twelve years. In addition, this expansion "should be integrated appropriately with private uses to create a diverse urban neighborhood." [283] The Needs Assessment states the following nine planning principles to address integration with the urban fabric, while balancing the needs of the university with the needs of the community.[284]

1. Reinforce our urban focus and regional presence
2. Reinforce our role as a leader in sustainability
3. Provide a welcoming environment for students, faculty and public with identifiable campus and district gateways
4. Connect east-west through the district
5. Use common elements / materials to unify and identify the campus
6. Develop buildings of lasting value with strong academic identity
7. Integrate buildings into the local neighborhood
8. Encourage interaction and reflect campus community diversity
9. Provide diverse businesses that complement our campus

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[280] University District Coalition, *Draft University District Coalition Vision Report* (26 January 2005) 26.
[281] Portland State University, *Portland State University Facilities Plan, 2000 – 2010* (2 March 2000).
[282] PSU, Campus Physical Planning Committee, "Portland State University 2005 Campus Plan," no date (4 April 2007). <www.fap.pdx.edu/planning/public_cppc_1/index.htm>.
[283] Portland State University, "University District Master Plan Needs Analysis," September 2002 (5 March 2007). <www.fap.pdx.edu/planning/public_cppc_1/campus_planning_documents/index.htm>.
[284] Portland State University, "University District Master Plan Needs Analysis," September 2002 (5 March 2007).

Recent Development Activity

PSU's recent academic and housing projects show how these planning principles have been implemented. The success of the mixed use Urban Center with its transit hub has clearly inspired the university to continue the integrative approach to expansion described by the planning principles above. Academic, academic support and parking projects completed between 1995 and 2005 are shown on the map in Figure 66. Significant edge projects include the Urban Center and the Broadway Housing, both of which include retail and academic mixed-use components, and additional parking.

The approximately 131,000 square foot Urban Center complex is comprised of a seven-story east wing – which houses the College of Urban and Public Affairs, and the PSU bookstore on the ground floor – and a three-story west wing for the Long Distance Learning Center. Both buildings include a number of ground-floor food tenants as well. The approximately 30,000-square-foot plaza includes an information center, jointly operated by PSU and Tri-Met, which sells transit passes and tickets to PSU events. The Urban Center building and plaza were designed as a new gateway to PSU, with the Streetcar stopping between the two buildings and continuing diagonally across the plaza.[285]

The Broadway is a 10-story building with 15,000 square feet of ground floor retail, 20,000 square feet of classroom and office space on the second floor, and 384 student housing units on the upper floors. The Broadway was completed in 2004 and is Leadership in Energy and Environmental Design (LEED) Silver certified.[286] Other edge projects include the tasteful renovation and expansion of the historic Helen Gordon Child Development Center and the expansion of Parking 3 in 2003. PSU's newest building, the Northwest Center for Engineering, Science, and Technology, was completed in May 2006. The Northwest Center connects to the Fourth Avenue Building (office, laboratory, and classroom space acquired in 1997), and offers an open façade to the street. All of these recent construction projects used innovative green building techniques, and the engineering building was designed to meet LEED Gold standards.[287]

Recent acquisitions include two buildings on Fifth Avenue, both of which include underground parking. One of these buildings was renovated for the Art Institute in 2001. The Fifth Ave. Business Center was acquired in 2002 for office space. In addition, a Doubletree hotel to the southeast of campus was acquired in 2004 for University Place, a conference center with housing for university guests.[288]

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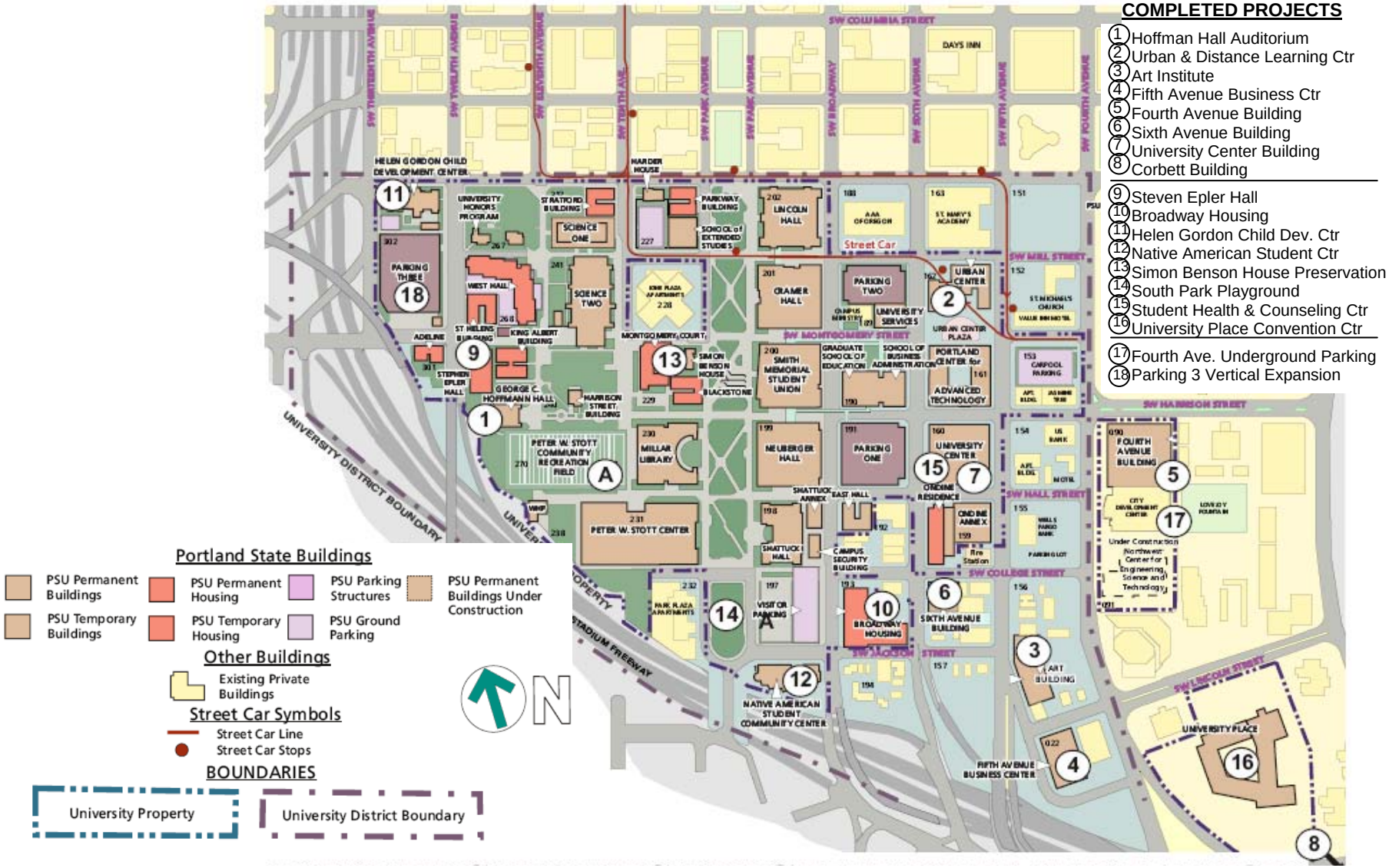
[285] Portland Development Commission, "University Plaza: The Urban Center, Portland State University," July 2001. <http://www.pdc.us/pdf/dev_serv/pubs/dev_proj_fs_psu.pdf>.
[286] City of Portland Office of Sustainable Development, "2005 BEST Winners," no date (7 April 2007) <http://www.portlandonline.com/osd/index.cfm?a=bbbica&c=ebije>.
[287] Portland State University, "Standard Eight A: Instructional and Support Facilities," *Portland State University Portfolio*, 14 April 2006. <portfolio.pdx.edu/Portfolio/Accreditation_Self_Study/Standard_8/Standard_8A/>.
[288] Portland State University, "Facilities and Planning Building Area Inventory," 20 June 2006 (7 April 2007). <www.fap.pdx.edu/space/Building_Inventory.pdf>.

Figure 66 Recent PSU Projects Map



Source: Portland State University "Campus Physical Planning Committee, University District Maps," 1 November 2004 (3 April 2006). <http://www.fap.pdx.edu/planning/public_cppc_1/UD-CPPC_maps/index.htm>.

Pedestrian and bicycle infrastructure continues to be enhanced on and around the PSU campus. PSU was built over the city grid and this basic structure is largely intact. The Park Blocks in particular, which extend from the city through the campus from north to south, offer a clear and inviting connection. The Portland Mall Light Rail Project, to be completed in 2009, will improve pedestrian and bicycle connectivity to and through the campus along Fifth and Sixth Avenues with extensive streetscape enhancements. Each station area will be designed as an "urban room" that integrates with its surroundings.[289]

Recent projects are helping PSU become a first-class urban university with modern academic facilities, plenty of housing options, and a sense of place – an urban activity center.

Community Relationship

PSU really began to reach out to the City of Portland under President Judith Ramaley (1990 – 1997), when the university successfully lobbied the city to integrate the University District Plan into the Central City Plan. Since that time, PSU has worked closely with the PDC in the South Park Blocks Urban Renewal Area to build the Urban Center and to create the *Montgomery Blocks Development Strategy*. PSU also worked with the city and Tri-Met on the Portland Mall project currently under construction.

> ... The university has worked cooperatively with the city, local development agency, and transit authority to develop coordinated plans for the downtown area. They all share a vision for a vital, mixed-use community. ... Portland State University led the planning process for the University District, but worked alongside residents and other stakeholders. The Downtown Community Association participated in the development of the [University District] plan and public forums were held to solicit comments from a broad constituency.[290]

PSU and PDC have had an active partnership since the late 1960s when they planned and developed the Portland State College campus. The Urban Center was a full-scale collaboration between PSU, Tri-Met, the PDC, and the city's Bureau of Planning, with funding coming from various sources. An Intergovernmental Agreement between the three entities was drawn up to formalize a partnership to guide development for the complex.[291] More recently, PSU cooperated with the PDC on the *Montgomery Blocks Development Strategy* which explored options for developing on three blocks adjacent to the Urban Center. Other recent cooperative projects between PSU and PDC include the University Place property acquisition, the Broadway student housing project, and support for the new PSU Engineering building.[292]

Current partnership efforts between PSU, PDC and the city include ongoing University District planning. PSU signed a Memorandum of Understanding (MOU) with PDC and the Bureau of Planning to coordinate a University District planning effort to address PSU's need for academic space and housing, in the context of a scarcity of land within the current University District and

[289] TriMet et al., *Portland Mall Revitalization Urban Design Framework* (August 2005), 10.
[290] Austrian and Norton, 115.
[291] Portland Development Commission, "University Plaza: The Urban Center, Portland State University," July 2001. <www.pdc.us/pdf/dev_serv/pubs/dev_proj_fs_psu.pdf>.
[292] Portland Development Commission, Board of Commissioners Meeting Agenda Packet, Portland State University Economic and Development Plan Briefing, Report Number 07-04, January 10, 2007.

growth opportunities in the South Waterfront area to the east. Under an Intergovernmental Agreement, PSU will complete a Campus Physical Development Plan and Student Housing Master Plan to submit as part of a University District plan update. PSU and the PDC are also coordinating redevelopment of the Portland Center for Advanced Technology (PCAT), immediately to south of the Urban Center, for a student recreation center, ground floor retail, and academic uses. The PDC will contribute $2 million in funds and convey PDC's ownership interest.[293]

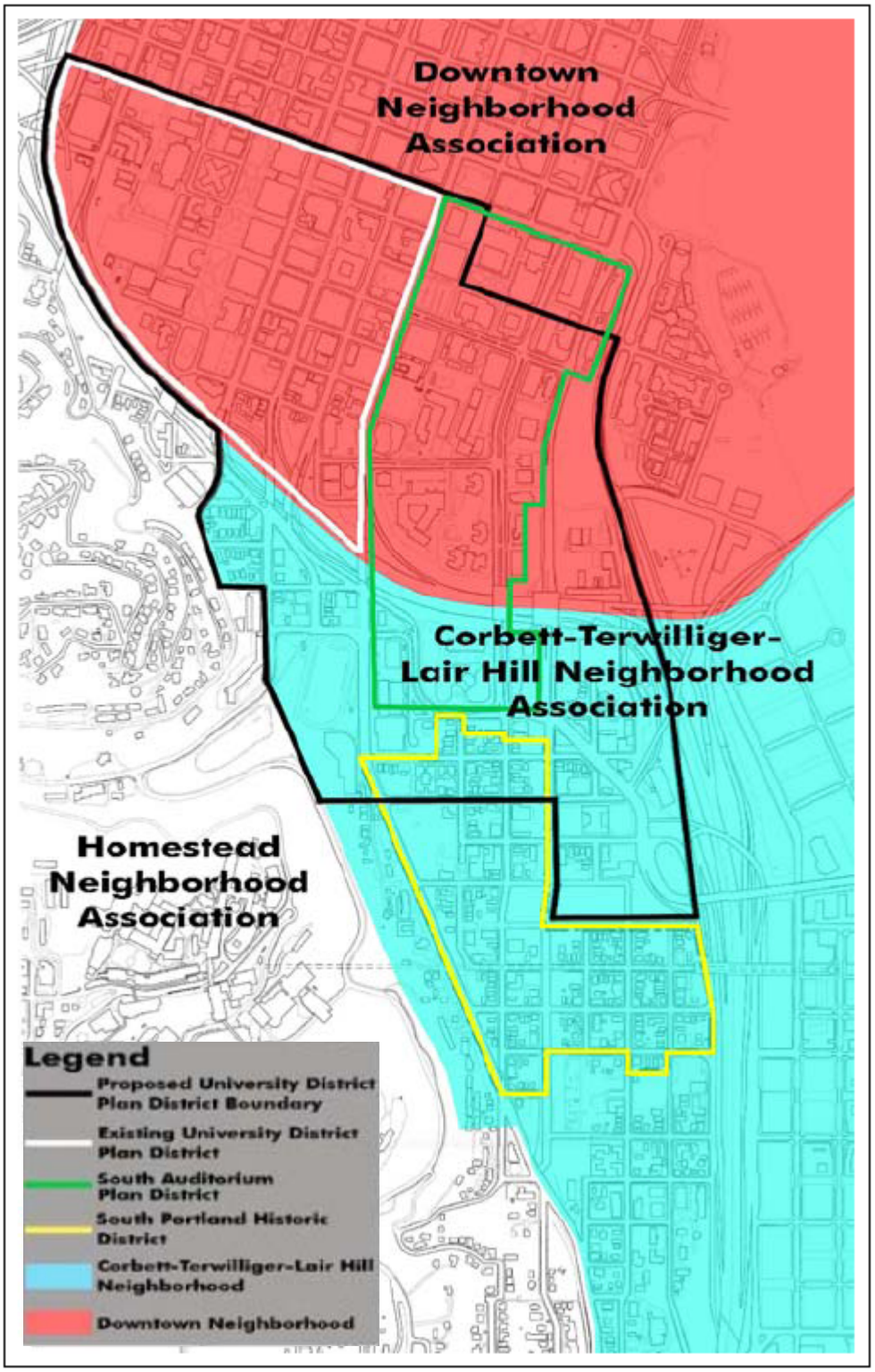
To initiate the new master planning effort, PSU created the University District Coalition (UDC) in 2003. The Steering Committee included representatives from PSU and the neighborhoods within the UDC study area—Lair Hill to the south of I-405, the Auditorium District to the east of PSU, and the University District itself. Lair Hill is characterized by historic single-family residences as well as a combination of buildings near I-405. South Auditorium was Portland's first urban renewal area and is characterized by modernist towers built in the 1960s and 70s.[294] The study area is shown in Figure 67 outlined in black.

The existing University District is within the area served by the Downtown Neighborhood Association (DNA), which has a close working relationship with PSU. The South Auditorium neighborhood is also within the DNA area. The Lair Hill neighborhood is within the area of the Corbett-Terwilliger-Lair Hill (CTLH) Neighborhood Association. These group participated in the development of the *Draft University District Coalition Vision Report* (published in January 2005), and related outreach efforts. [295]

The effectiveness of PSU's leadership and policies in achieving cooperative planning and integration with the surroundings is analyzed in more detail in the following sections, which evaluate the planning relationship based on the criteria defined for this study.

[293] Ibid.
[294] University District Coalition, *Draft University District Coalition Vision Report* (26 January 2005), 6-8.
[295] Ibid., 5-6.

Figure 67 University District Coalition Study Area



Source: University District Coalition, *Draft University District Coalition Vision Report* (26 January 2005), 5.

UNIVERSITY POLICIES AND PRACTICES

The following sections discuss how the decision-making process, leadership, and documented goals, policies and practices at PSU support physical integration with the city of Portland.

Decision-Making Process

Collaborative planning is mandated by the State of Oregon's framework of statewide planning goals which direct public agencies to coordinate plans and actions.[296] Long-range land use plans for PSU must be approved by the Oregon State Board of Higher Education. The OSSHE *Planning and Procedures Handbook for Campus and Building Development* lays out the guidelines for academic, fiscal, and physical plans (long-range plans and specific projects) for universities in Oregon.

Policies in the Planning and Procedures Handbook require each institution to prepare a master plan for a ten-year horizon that covers campus boundaries, enrollment predictions, proposed building sites, building density, parking requirements, pedestrian circulation, and student housing requirements.[297] The handbook further specifies that a Campus Planning Committee will work with campus planners to develop a master plan that includes recommendations for proposed major facilities, area of development and expansion; a framework for building designs; *consideration for the character of surrounding sites*, and *coordination with local government plans*.[298] In addition, one of the objectives of these master plans should be to identify "a positive statement of the liaison between the institution and local public bodies."[299]

The OSSHE vice chancellor for finance and administration is authorized to select and employ professional consultants such as architects, engineers, and planners. State legislative approval is also required for projects exceeding $1 million. PSU's vice president and assistant vice president for finance and administration are most involved in developing real estate deals, with the support of the director of facilities, other vice presidents, and the university president. Attorneys then negotiate the deals for the university.[300]

In March 2005, President Daniel Bernstine (1998 – 2007) appointed a Campus Physical Planning Committee (CPPC) to advise the PSU Campus Plan from an academic perspective. Monthly committee meetings are open to the community.[301] The eleven-member CPPC is working with consulting architects, the Facilities and Planning department, and the PSU community to conceptualize a master plan. As part of the master planning effort, which includes a large area to the southeast of the University District, PSU also formed the University District Coalition to reach out to the community and work towards a shared vision for the expanded University District.[302]

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[296] Bunnell and Lawson, 41.
[297] Oregon State System of Higher Education, "3.02 Master Campus Planning," in *Planning and Procedures Handbook for Campus and Building Development* (1970).
[298] Ibid.
[299] Ibid.
[300] Austrian and Norton, 110-112.
[301] PSU, Campus Planning Committee, "Portland State University 2005 Campus Plan," no date (4 April 2007).
[302] University District Coalition, *Draft University District Coalition Vision Report* (26 January 2005), preface.

Clear state requirements and well-established joint planning procedures help to make the expansion of PSU more predictable and more palatable to the surrounding neighborhoods. In addition, PSU uses Memorandums of Understanding and Intergovernmental Agreements with local agencies to establish roles and responsibilities when undertaking joint projects. The university also has a history of engaging in outreach to surrounding neighborhoods regarding its projects and plans. The following section discusses the role leadership has played in initiating projects before they enter this decision-making process.

Leadership

In 1989, the Governor's Commission on Higher Education in the Portland Metropolitan Area, created by Oregon Governor Neil Goldschmidt, recommended the idea of PSU as an "urban grant university" serving the Portland-Vancouver metropolitan area. The report further recommenced creation of an Institute of Portland Metropolitan Studies based on a proposal initiated by Dr. Nohad Toulan, Dean of PSU's College of Urban and Public Affairs.[303]

A Strategic Plan spearheaded by President Judith Ramaley (1990 – 1997) acted on the urban grant university vision, leading PSU to fashion the "Portland Agenda" which also supported the creation of the Institute. Support was then obtained from surrounding counties and major cities, and the City of Portland even contributed $100,000 to start up the initiative. The Institute's 23-member board – which includes elected leaders, private sector and community-based organization leaders, and at large members – first met in 1992. The Dean of the College of Urban and Public Affairs serves in an ex-officio role. Among the ways the Institute serves the region and the urban mission of PSU is by providing a forum for the discussion of metropolitan policy issues and by creating partnerships to meet community and scholarly objectives. [304]

From 2000 to 2002, PSU administrators offered a series of roundtables and forums, Great City: Great University, to discuss and investigate the relationships between higher education institutions and civic and regional organizations and how partnerships can help sustain vibrant and livable communities. The series featured Portland Mayor Vera Katz and current PSU President Daniel Bernstine speaking on the promise of city and university collaborations.[305]

President Bernstine envisions "a future physical and intellectual landscape that encourages the free flow of talents and resources between the university and the community."[306] He also touts the success of the Urban Center and Plaza as gateway between the city and the university and a model for future facilities and campus planning. Bernstine does not have a strong public presence but he is said to excel in small groups and his leadership seems to work. PSU's endowment has increased tremendously under his watch.[307]

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[303] Ethan Seltzer, "At the Edge: University-based Institutes and Their Communities," *Metropolitan Universities: An International Forum* 10, no. 1 (Summer 1999): 49.
[304] Seltzer, 49-50.
[305] Portland State University, "Great City: Great University," 14 December 2004 (10 April 2007). <gcgu.oaa.pdx.edu/AboutGCGU>.
[306] Portland State University, "President's Page," *Portland State University Portfolio*, 14 April 2006 (1 April 2007). <portfolio.pdx.edu/Portfolio/President_Page/>.
[307] Zac Dundas, PSU's New Look, *Willamette Weekly Online*, 17 March 2004 (17 April 2007). <www.wweek.com>.

These high-level leadership initiatives do not address the University District directly. However, they do promote relationships between PSU and other agencies and organizations, and a vision for livable and vibrant communities.

Goals and Policies

PSU and city policies have been inextricably linked since Portland State College was initially formed out of an urban renewal area in 1965. The 1966 *Portland State College Development Plan* set the stage for integration of the college and the city. The plan included an objective "to create a plan which relates to, and interacts with, the surrounding city in terms of vehicular traffic, pedestrian movement, use of the Park Blocks, utility systems, and planning considerations."[308] From a planning perspective, the college was recognized as "an integral part of the city,"[309] requiring coordination with city agencies. In fact, the development plan was influenced by joint efforts with city agencies. Subsequent development plans leading to the University District Plan continued to strengthen this planning approach.

The college and the State Board of Higher Education set the parameters for the 1966 planning effort by establishing physical boundaries for the development of facilities and for enrollment, as well as parking objectives, a height limit of four levels above pedestrian grade, a limit of 50 percent ground coverage with buildings, and allowances for existing privately owned buildings to remain in private ownership. They also required that the plan be coordinated with the city, state and federal agencies and that it "consider the character of the area of development in terms of visual continuity, mass and scale relationships to the city, as well as general site improvements, ..." [310] as well as maintaining the integrity of the Park Blocks.

The 1966 Development Plan recognized the existing city grid as the natural flow pattern supporting the relationship with the city and the college. Noting that the campus was bounded by major arterials and the freeway, the plan recommended closure of streets within those boundaries. Closed streets were to be converted in to paved pedestrian walks (improvements such as pedestrian paving, lighting, and landscaping were eligible for urban renewal funds).[311] Figure 68 shows how these goals were realized in the recently completed Urban Plaza.

Figure 68 Walkway Continues Street Grid

Source: Photo by author

President Joseph C. Blumel introduced the *Portland State University Development Plan 1979* by stating the following basic assumptions for the renewed planning effort: fewer parking spaces; consideration for student housing; enrollment of 15,599 FTE

[308] Campbell, Michael, Yost Architects & Planners, *Portland State College Development Plan* (Portland, OR: Portland State College, October 1966), 9.
[309] Ibid., 14
[310] Ibid., 10-11.
[311] Ibid., 12-13.

students; and improvement in the aesthetic quality of the west campus to provide cohesion between the east and west campus. The plan goals continued to support integration with the city and resolution of pedestrian-vehicle conflicts.[312] Specifically, the plan replaced surface parking with structured parking and placed all parking on the campus periphery rather than in the center, allowing additional pedestrian amenities.

These plans laid the groundwork for the University District Plan, which became part of the Portland Central City Plan in 1995. The plan specifies the following overall goal for the University District.[313]

> Foster the development of a distinct sub-district which has its character defined by its focus on Portland State University and shape the University District into a vital multi-cultural and international crossroads of the city which stimulates lifelong learning, collaboration with business and government and a rich cultural experience.

Specific policies in the University District Plan are as follows.

> A. Create a distinct identity which encompasses both the campus and non-campus areas of the District.
>
> B. Build a linked system of north to south and east to west open spaces which help to focus and organize the District. …
>
> C. Create light rail transit (LRT) access to the District from throughout the region and the Downtown, recognizing the District as one of the region's most significant destinations.
>
> D. Create at least 1,000 new units of housing within the District. Housing created should provide for those who enjoy living in the District environment as well as those with formal ties to PSU.
>
> E. Eliminate the regulation requiring PSU academic facilities to undergo Conditional Use Master Plan procedures...
>
> F. Create a University District shopping environment...
>
> G. Encourage the development of businesses which serve the District...
>
> H. Improve pedestrian connection between the District and Goose Hollow and Lair Hill Neighborhoods
>
> I. Reflect the establishment of the District by creating a University District Policy Element in the Central City Transportation Management Plan...

The 1995 University District Urban Design Plan in Figure 69 graphically shows how PSU plans to establish connections with the surrounding urban fabric—using pedestrian and transit connections as well as gateways, focal points and open spaces. The plan even proposes that decks be built over the freeway.

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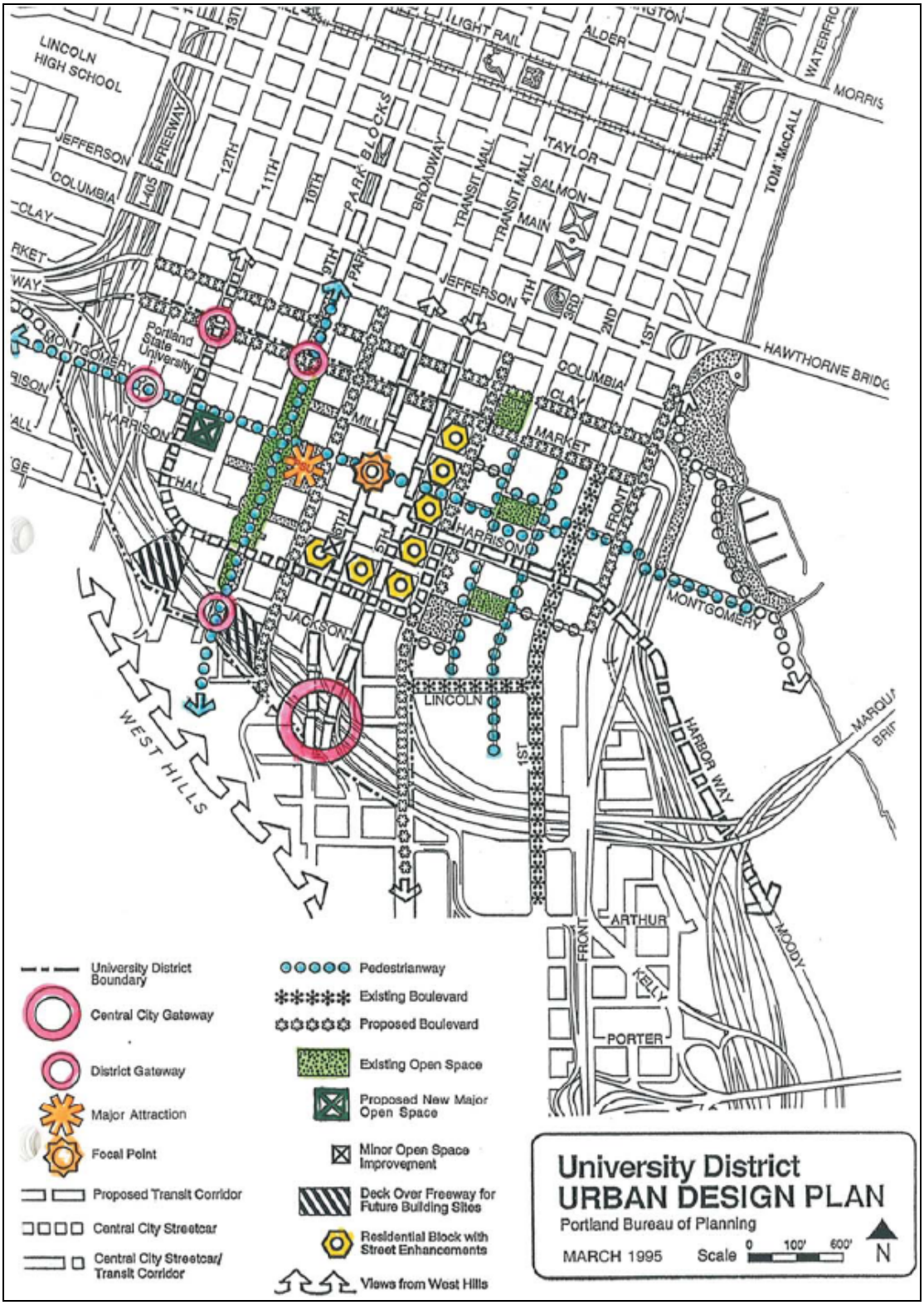
[312] Campbell, Yost, Grube P.C., *Portland State University Development Plan 1979* (Portland, OR: Portland State University, February 1979), 1.
[313] Portland State University, *University District Concept Plan* (OR: City of Portland, 1995), 5.

Figure 69 University District Urban Design Plan



Source: Portland Bureau of Planning, "University District Urban Design Plan," March 1995. <www.fap.pdx.edu/planning/public_cppc_1/history/>.

The *Draft University District Coalition Vision Report* – completed in January 2005 – put forth the following guiding principles.[314]

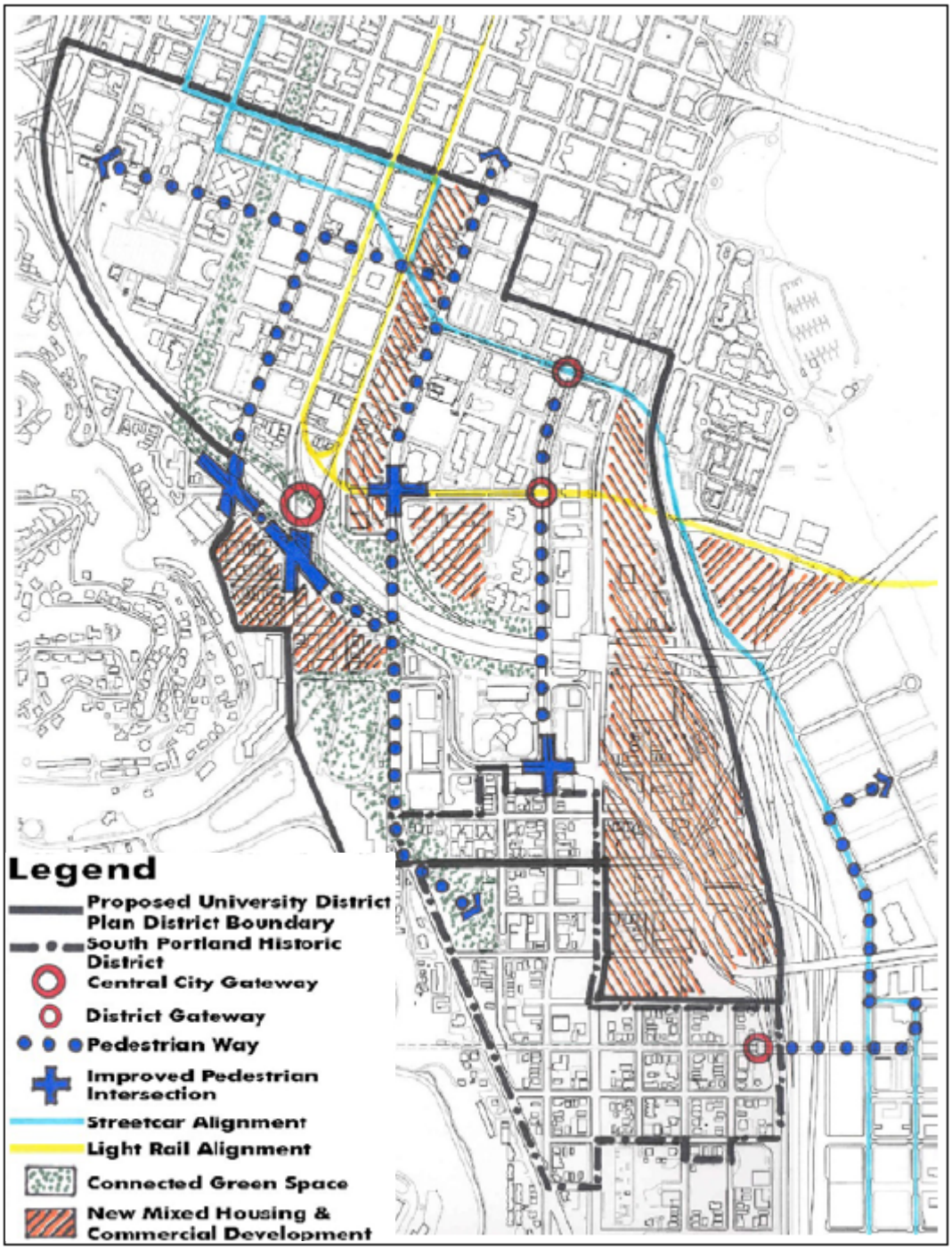
- Principle 1: Neighborhood Preservation
- Principle 2: Enhance Neighborhood Connectivity
- Principle 3: Promote Neighborhood Services
- Principle 4: Promote Neighborhood Educational Services as Neighborhood Amenities
- Principle 5: Expand Cultural Amenities and Community Facilities
- Principle 6: Ensure Neighborhood Safety and Security
- Principle 7: Integrate New Development
- Principle 8: Cooperative and Supportive Participation
- Principle 9: Develop Unifying Urban Design Concepts

Specific objectives related to Principles 2, 7, and 9 are of particular interest. Objectives to enhance neighborhood connectivity include connecting neighborhoods through creation of pedestrian pathways, gateways, and blending boundaries, as well as developing new transit systems to link neighborhoods.[315] Objectives to integrate new development include: sensitive integration into the urban fabric; emphasizing attractiveness and preservation of property values; and maintaining contact between PSU and neighborhoods with regard to PSU uses in the area. Objectives for developing unifying urban design concepts include: integration of pedestrian and bike paths to encourage neighborhood connectivity; a cultural way-finding system for the area; maintaining view corridors, light, and open space; and applying defensible design concepts.[316] The expanded University District Concept is shown in Figure 70.

During 2006, PSU continued to work on development alternatives and a needs analysis. A presentation about the needs analysis re-iterated principles to integrate campus development into the local neighborhoods, enhance physical connections, and encourage interaction. The presentation also specifically recommended development of "green streets" connecting to new development planned to the east of campus. In conclusion, the "future University District and related planning efforts should shape and enable a campus expansion that complements and enriches [the] community."[317]

[314] University District Coalition, *Draft University District Coalition Vision Report* (26 January 2005), 8.
[315] Ibid., 10.
[316] Ibid., 15-17.
[317] Portland State University, "University District Master Plan Needs Analysis," September 2002 (5 March 2007).

Figure 70 Expanded University District Concept Map



Source: University District Coalition, *Draft University District Coalition Vision Report* (26 January 2005) 17.

CITY GOALS AND POLICIES

The City of Portland's goals and policies related to PSU are integrated into development plans for the campus through the participation of the Bureau of Planning and the PDC during campus planning efforts. The University District Development Plan became part of Portland's Central City Plan in 1995. Policies and goals in the city's Comprehensive Plan and other related plans are also relevant. On the other hand, PSU has participated in planning efforts led by the city and regional planning agencies. PSU worked with the PDC on the *Montgomery Blocks Development Strategy* to revitalize three of the blocks around the Urban Center and worked with the city and Tri-Met on the Portland Mall light rail project.

Actions recommended in the Downtown Community Association's Residential Plan (July 1996) include development of community facilities, plazas, and other amenities in the University District and planning for an elementary school at PSU.[318] The City of Portland Comprehensive Plan includes an economic development policy to establish a Science and Technology Quarter, and objectives to create strong links to the University District and to support expansion of PSU and other institutions.[319]

The PDC's Final Harbor/Naito Concept Plan (June 2004) covers a narrow area to the east of PSU. The plan's circulation framework aims to establish direct and convenient auto and pedestrian connections between the South Auditorium District, the University District, and the new South Waterfront District.[320] Another PDC led effort, the *Montgomery Blocks Development Strategy* (completed in August 2003), is more directly related to PSU expansion efforts. The development strategy builds on the goals of the South Park Blocks Urban Renewal Area and the University District Plan to revitalize these under-utilized blocks, to the south and east of the Urban Center.

Goals for the South Park Blocks area include creation of a vibrant mixed-use neighborhood blending the university with the urban life of the city with a mix of housing types, neighborhood support services, academic and classroom space, a student recreation center, and a performing arts center.[321] Resources from the South Park Blocks Urban Renewal Fund are used to increase the supply of affordable rental housing and provide new landscaping, lighting, and other public improvements in the PSU campus area.[322] The South Park Blocks Urban Renewal Area will expire in 2008, limiting PDC's ability to finance new projects such as the Urban Center in the future.[323]

The *Montgomery Blocks Development Strategy* Urban Design Vision addresses active retail, institutional identity, streetwall (developing a distinct street edge), and open space. Specific open space strategies include Montgomery Street enhancements, major and secondary public open space, and a gateway plaza.

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[318] Portland Bureau of Planning, *Downtown Community Association's Residential Plan* (July 1996).
[319] Portland Bureau of Planning, *Comprehensive Plan Goals and Policies* (amended through July 2006), 5-5.
[320] Portland Development Commission, Oregon Department of Transportation, and Portland Office of Transportation, *Final Harbor/Naito Concept Plan* (June 2004) 7.
[321] Portland Development Commission, *Montgomery Blocks Development Strategy* (August 2003), 16.
[322] Portland Development Commission, Minutes of the Portland Development Commission (PDC) Board of Commissioners meeting held on 13 December 2006.
[323] Portland Development Commission, "South Park Blocks," no date (18 March 2007).

> Montgomery Street is identified as a pedestrian connection from the West Hills to the Willamette River extending through the South Park Blocks, the University Plaza, and the South Auditorium District. … The street should feature widened sidewalks with ground floor retail, specialty pavement and a denser placement of specialty street trees. The street could be narrowed to one lane of traffic, eastbound, and one lane of parking … providing wider sidewalks for cafés and the tree canopy.[324]

Recommendations in the Montgomery Block Development Strategy include: joint development of the PCAT block immediately south of the Urban Center for office/academic space with retail and parking; recruiting of retail uses that will serve local workers and residents; and development analysis of properties between 4th and 6th Avenues, and Market Street and I-405, by the PDC with PSU and the Bureau of Planning.[325]

In 2002, Portland's transit agency Tri-Met project to refurbish the Portland Mall with transit and urban design improvements including extended light rail service along Fifth and Sixth Avenues to PSU (see Figure 71). The extended line will connect PSU to downtown and Union Station, Portland's intermodal transit hub. The new Green Line will open in 2009.[326]

PSU participated in development of the *Portland Mall Revitalization Conceptual Design Report* and the *Portland Mall Revitalization Urban Design Framework* in 2004 and 2005. The Urban Design Framework detailed place-specific improvements including refurbished streets and sidewalks, bike racks and lockers, new transit shelters, better lighting, and especially public art. The Conceptual Design Report defined design concepts, including the concept of "urban rooms" for the new light rail stations. Goals for the PSU station area include strengthening east-west connections, integrating with the PSU campus, emphasizing the Urban Center plaza. Goals for the PSU South station area include developing a gateway to downtown Portland and enhancing multi-modal access across the I-405 Freeway.[327]

The Portland Bureau of Planning *Park Avenue Urban Design Vision* (September 2004) summarizes the Bureau's urban design and development approach to the area known as the Park Avenue District in downtown. Park and Ninth Avenues define the Park Blocks, which run through most of downtown Portland. The urban-design strategy allows for a better connection to PSU through significant streetscape enhancements on SW Park Avenue.[328]

It seems that all sides – PSU planners and leaders, city planners and leaders, and the community at large – understand the importance of the built environment and physical connections. City plans are integrated with PSU facilities plans and both specify clear development goals, and focus on urban design principles that support both the campus and the surrounding community. In particular, there is strong agreement regarding mixed-use, pedestrian and transit connections, and distinctive public spaces. Processes for joint development and planning are well-established. With such shared aspirations and positive relationships, one would expect projects on the edge of the PSU campus to meet the highest standards of urban form and physical integration.

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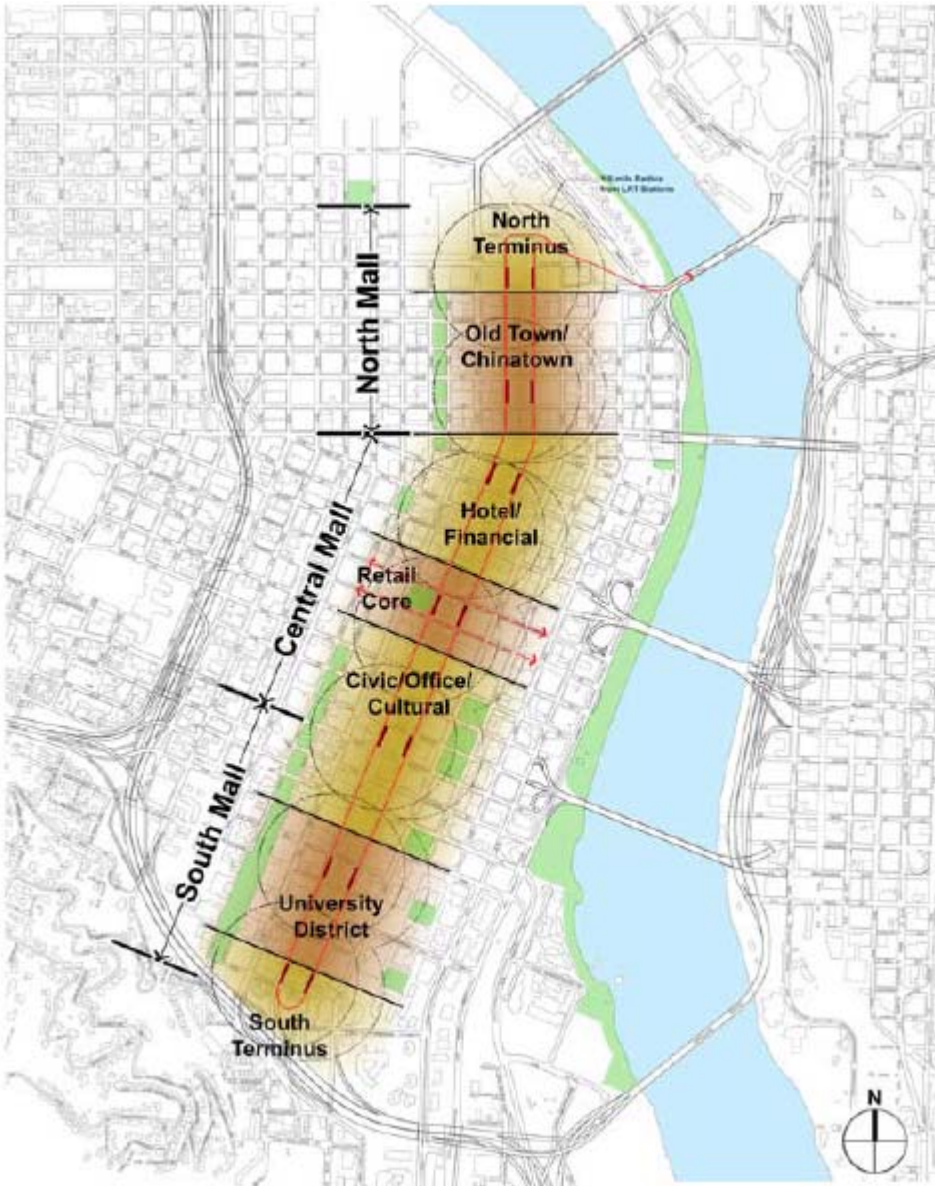
[324] Portland Development Commission, *Montgomery Blocks Development Strategy* (August 2003), 32.
[325] Ibid., 56.
[326] TriMet, "The Next Big Thing Downtown, Portland Mall Lightrail," 2007 (29 March 2007). <portlandmall.org/about/index.htm>.
[327] TriMet et al., *Portland Mall Revitalization Urban Design Framework* (August 2005), 51.
[328] Portland, Bureau of Planning, *Park Avenue Urban Design Vision* (29 September 2004), 3.

Figure 71 Portland Mall Transit Project



Source: TriMet et al., *Portland Mall Revitalization Urban Design Framework* (August 2005), 6. <portlandmall.org/documents/portland_mall_urban_design_framework_0805.pdf>.

URBAN FORM EVALUATION

The urban form characteristics at PSU were evaluated on April 4 and 5, 2006 using the assessment instrument developed for this study (see Evaluation Criteria on page 18).

Connectivity and Edges

The following sections discuss how well the campus integrates with the surrounding urban fabric according to the new urbanist design criteria.

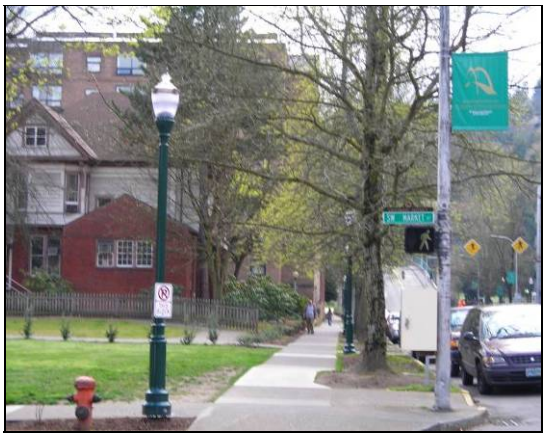
Table 21 Edge Criteria – PSU	
Defined edges	1
Street trees	.5
Signs	.5
Lighting	.5
Landscaped medians	0
Public art	.5
Parks/plazas along edges	1
Parking lots/garages along edges*	0
Screening	.5
Safety	0
Sidewalks along edges	1
Clearly marked crosswalks	.5
Edges - Total Score	**6**

Edges

The edges of PSU's campus scored 6 of 8.5 possible points on the edge criteria as detailed in Table 21. Criteria met include: defined edges with street trees, signs, and lighting (as shown in Figure 72); public art; screened parking lots; sidewalks; and clearly marked crosswalks at most intersections. The criterion for parks and plazas along edges was met with examples such as the Urban Center plaza and the Park Blocks. Criteria not met include streets with landscaped medians or other forms of traffic calming, and minimal screening and safety features for parking garages along the edges of campus. PSU has done much to clarify its edges but can still improve the quality of the surrounding streetscapes by enhancing safety features such as lighting or special surfaces near parking garages. PSU might also be able to work with the city to create landscaped medians along the busy arterials that form its edges.

PSU plans for enhancing its edges are most clearly shown in the University District Design Plan (see Figure 69). Downtown Portland's way-finding system of enhanced street signs, shown in Figure 73, also helps to define the University District. PSU and city policies and strategies for the district are clearly leading to improved walkability and opportunities for social interaction along the campus edges.

Figure 72 PSU Edge Conditions



Source: Photo by author

Figure 73 University District Sign

Source: Photo by author

Bicycle, Pedestrian, and Transit Connections

The PSU campus scored 11.5 of 14.5 possible points for overall connectivity as detailed in Table 22. Criteria met include: short blocks; pedestrian connections to transit with benches and shelters; and attractive linear parks and plazas along connections through campus with crosswalks, benches, public art, and special paving and lighting. Criteria partially met include: preserving the urban grid; direct paths through campus (buildings occur in the former right of way have altered east-west connectivity); attractive entrances; and the use of landscaping and buildings to create pedestrian corridors.

Table 22 Connectivity Criteria – PSU

Preserves urban grid	.5
Short blocks(East-West)	.5
Short blocks(North-South)	.5
Pedestrian connections to transit	1
Benches	.5
Shelters	.5
Attractive entrances	.5
Sidewalks along through streets	1
Ped-scale lighting	.5
Crosswalks	.5
Direct paths through campus	.5
Attractive paths through campus	1
Paving	.5
Benches	.5
Public art	.5
Open space along connections	1
Plazas along connections	1
Buildings and landscaping create pedestrian corridors	.5
Overall Connectivity - Total Score	**11.5**

All criteria are at least partially met, reflecting the creation of the campus on the original street grid, as well as efforts to preserve and enhance connections. In addition, a bike lane connects through campus on Broadway, as well as off street paths along the Park Blocks and east-west along Harrison Street. The connection over the I-405 freeway where the Park Blocks end has also been widened to add broad landscaped borders (see Figure 74).

These results show that PSU and city policies, which have supported integration and interaction since the first development plan in 1966, have been quite successful. All plans related to the University District include some mention of improving connections and enhancing the identity of the district and surrounding neighborhoods. Nonetheless, more could be done to mitigate the impacts of parking garages and traffic along the edges of campus. Although these issues may not be addressed in the near term, plans for additional plazas and enhanced east-west connections in the University District and nearby areas are sure to improve the seams (edges) and pathways (connections) that join the campus to the larger urban fabric.

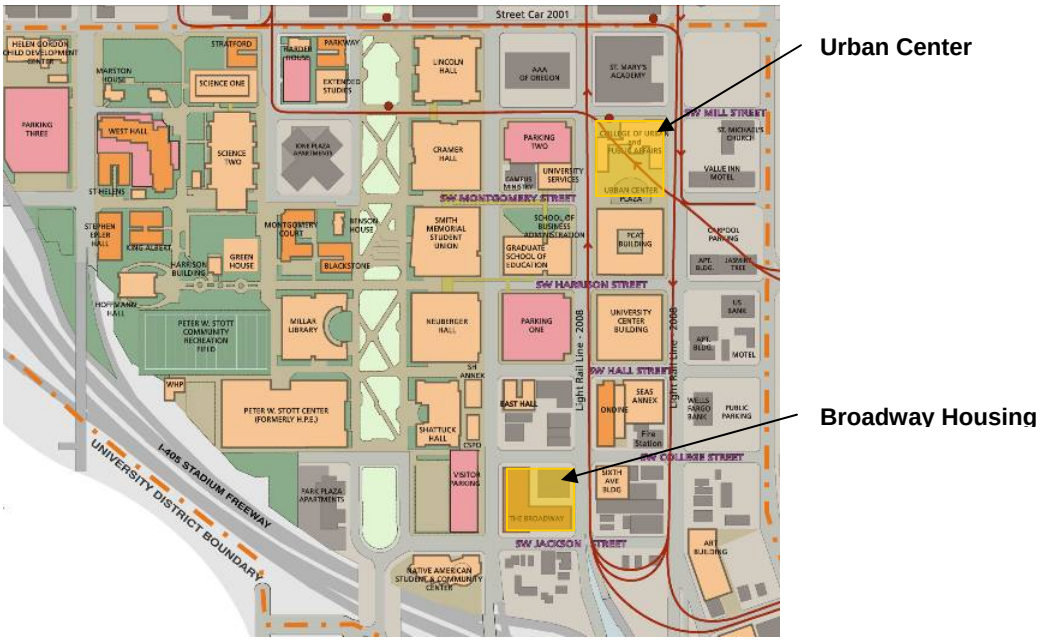
Figure 74 Park Blocks Freeway Overpass

Source: Photo by author

Recent Projects

Two recent projects at PSU, the Urban Center and the Broadway Housing project, anchor the northeast and southeast corners of the campus as shown on the map in Figure 75. Both were massive projects. The Urban Center opened in September 2000 and the Broadway opened in the fall of 2004. The following sections summarize the urban design evaluations and the role of leadership, plans, policies and implementation practices in determining the relationship of each project to the larger urban fabric.

Figure 75 Location of Evaluated Projects



Urban Center

The Urban Center is located between Fifth and Sixth Avenues south of Mill Street near the northeast corner of the University District. Planning for this transit-oriented, mixed-use project began in 1996 after the University District plan was completed. A two-story university administration building and a small, one-story copy shop previously occupied the site.[329] Adjacent non-university uses include a private high school located across Mill Street to the north, and a church and a motel located across Fifth Avenue to the east. As detailed in Table 23, the Urban Center scored 20.5 of 22 possible points for its contribution to the edge conditions compared to a score of 7.5 points for the uses across the street. This high score is a testament to Portland's commitment to high quality architecture and public spaces and to PSU's cooperative planning approach.

The Urban Center scored points on the urban form evaluation for not having parking lots, barriers, or blank walls along the street, and for screening loading docks. There are plenty of windows and recessed, transparent entrances facing the street. The project is also built up to the wide sidewalk, which features street trees, pedestrian-scale lighting, and benches and shelters at

[329] Bunnell and Lawson, 32.

bus and streetcar stops. The project includes ground-floor retail and a public plaza with special paving, landscaping, bicycle racks, trash receptacles, signs, display boards, and an information kiosk. The only element missing from the plaza is fencing or bollards. The Urban Center respects local character with its brick facade and reflects local architectural character with atrium-like upper floors, typical of downtown Portland buildings. Design details include different colored brick & metal trim patterns. Many of these design details can be seen in Figure 76. On the other hand, the project failed to score points because it is massive (seven-stories and 133,000 square feet) compared to the modest buildings nearby.

The Urban Center has become an icon for downtown Portland and a gateway to the University District. The success of the project reflects the long-term goals of the city and PSU and the commitment of agencies to work together on planning and funding a joint project. The project fulfills a specific implementation action of the University District plan. This idea was introduced in a 1992 report by graduate students at the School of Urban and Public Affairs. The school later chose the Urban Center site for its new building and participated in the design of the facility.[330]

Urban Center's success is likely to initiate additional streetscape improvements which are still needed in the area – Figure 77 shows the contrast between the Urban Center streetscape and the streetscape across Fifth Street. "The Urban Center has been widely hailed as a paradigm of successful expansion that leveraged community partnerships to achieve an extraordinarily attractive and functional facility."[331] Through projects such as the Urban Center, PSU is successfully enhancing the character of the campus edge to create attractive and functional urban environments that serve both the university and the community.

Table 23 Project 1 Criteria – PSU

Parking lots on street*	1
Garages/loading docks screened	1
Fences/barriers along street*	1
Minimal building setbacks	1
Massing/density compatible	0
Pattern/layout compatible	1
Blank walls along street*	1
Entrances facing street	1
Windows facing street	1
Recessed/transparent entries	1
Mixed-use	1
Street trees	1
Distinctive public space	1
Paved surfaces	.5
Unit paving	.5
Lighting	.5
Signs	.5
Display boards	.5
Bicycle racks	.5
Information kiosk	.5
Trash receptacles	.5
Fencing/bollards	0
Benches/seats	.5
Shelters	.5
Plantings	.5
Clearly marked crosswalks	1
Design details	1
Design respects local character	1
Project - Total Score	20.5

Figure 76 Urban Center

Source: Photo by author

[330] Bunnell and Lawson, 30, 32.
[331] Portland State University, "Standard Eight A: Instructional and Support Facilities."

Figure 77 Urban Center Streetscape vs. Other Side of Street

Source: Photos by author.

Broadway Housing Building

The ten-story, 225,000-square-foot Broadway Housing Building is located near the southeast corner of the PSU campus on SW Jackson Street between Broadway and Sixth Avenue. It opened in 2004 after the Oregon State Board of Higher Education approved the sale of property to the Broadway Housing, LLC, a wholly owned limited liability corporation affiliated with the PSU Foundation. The project was financed by bonds to be paid from rental income resulting from the project. The site was previously occupied by offices and parking.[332] One to three story residential and commercial buildings are located across the street.

The Broadway Building creates activity with ground floor retail and addresses the street along the edge of the campus. The project scored 16.5 of 22 possible points for its contribution to the edge conditions compared to 14.5 points for the buildings across the street. The evaluation results are summarized in Table 24 and the edge conditions on either side of the street are shown in Figure 78.

Evaluation criteria met include recessed entries and windows facing the street, minimal building setback, mixed uses with outdoor seating, bike racks, shelters, street trees, special signage, and trash receptacles. The building includes structured parking, loading docks are screened, and there are no barriers along the street. The building also respects local character with its brick façade, which is similar to the Urban Center. However, the pattern and massing are not compatible with the historic residential buildings across the street. Other criteria not met include pedestrian scale lighting, distinctive landscaping, railings or bollards, special pavement, public art, or display boards. The criterion for clearly marked crosswalks was partially met.

The Broadway Housing Project has contributed to the revitalization of the southeast corner of campus, bringing activity to this area with 384 additional student housing units and ground floor retail that serves the campus as well as the community. The building is massive compared to its

[332] Oregon State Board of Higher Education, "Budget and Finance Committee Meeting Minutes," 21 February 2003. <http://www.ous.edu/state_board/meeting/minutes.php>.

immediate neighbors but there are other large buildings in the vicinity. Overall, the project is a positive addition to the neighborhood while providing needed facilities and services for PSU.

Figure 78 Broadway and Older Homes

Source: Photo by author

Table 24 Project 2 Criteria – PSU	
Parking lots on street*	1
Garages/loading docks screened	1
Fences/barriers along street*	1
Minimal building setbacks	1
Massing/density compatible	0
Pattern/layout compatible	0
Blank walls along street*	1
Entrances facing street	1
Windows facing street	1
Recessed/transparent entries	1
Mixed-use	1
Street trees	1
Distinctive public space	1
Paved surfaces	.5
Unit paving	0
Lighting	0
Signs	.5
Display boards	0
Bicycle racks	.5
Information kiosk	0
Trash receptacles	.5
Fencing/bollards	0
Benches/seats	.5
Shelters	.5
Plantings	0
Clearly marked crosswalks	.5
Design details	1
Design respects local character	1
Project - Total Score	16.5

CONCLUSION

Recent planning and project development trends at Portland State University indicate that the campus is successfully becoming fully integrated with the surrounding urban fabric. PSU and the City of Portland have been working together to integrate the campus with the surrounding urban fabric since urban renewal began in the early 1960s. The 1995 University District plan led to the development of the transit center at the Urban Plaza and other mixed-use projects that enhance physical connections. In its latest long-range planning effort, PSU formed a coalition with neighborhoods and business interests to develop a vision for the expanded University District. Urban renewal in collaboration with the Portland Development Commission continues to play a significant role in PSU projects on the edge of the University District and PSU continues to pursue its expansion plans despite a difficult funding environment.

PSU's 1995 accreditation self-study looks to the Urban Center – with its distinctive architecture, public plaza, and transit connection – as the prime example for future facilities. The study also sees development of the PCAT building as a means to strengthen the function of the Urban Plaza. The existing urban environment presents challenges, but PSU and the City of Portland are working in partnership to continue applying recently developed urban design principles to future

university projects along the Fourth Avenue corridor. The recently acquired hotel complex for visitors and conferences (University Place) is seen as an opportunity to develop another gateway to the campus at the south end of the expanded University District.[333]

Recent PSU Presidents have supported strong physical connections, but have focused on the broader urban mission of the university and developing relationships with government agencies and other organizations. President Judith Ramaley implemented the State Board of Higher Education's concept for an urban grant university and worked to get the University District Plan adopted into the Central City Plan. President Daniel Bernstine quietly advocated for recent projects, taking greater risks such as leveraging bonds on future retail income.

In general, working relationships between PSU and city agencies seem strong on an operational level, with university planners advising city plans and vice versa. There does not appear to be a need for high-level leadership in order to make joint-development projects happen. Since 1990 the School of Urban and Public Affairs has been influential, encouraging transit and pedestrian connectivity and urban design concepts through its studio projects, and making faculty available to advise during planning and conceptual design for new facilities.

The most recent planning principles, expressed in the 2006 Master Plan Needs Analysis supported all of the elements measured for this study: identifiable campus and district gateways; east-west connections through the district; common elements to unify and identify the campus; buildings with strong identity; and buildings integrated into the local neighborhood.

The evaluations of campus edges and connections presented in this case study help to explain how leadership, outreach, and polices have influenced the relationship of the PSU campus to the surrounding urban fabric. Table 25 summarizes the evaluation results with respect to the hypothesis of this research. Connections and the Urban Center scored high on the urban form criteria. The Urban Center project was accomplished through intensive cooperation between PSU and local government agencies. All plans addressing the area support pedestrian and bicycle connectivity. PSU and the City of Portland also joint-manage the Park Blocks (shown in Figure 79).

Figure 79 Park Blocks and Early Campus Buildings

Source: Photo by author

[333] Portland State University, "Standard Eight A: Instructional and Support Facilities."

Table 25 PSU Case Study Summary

Assessment Category / Score	Policies/Practices	Leadership	Community Outreach
Edges 6 out of 9.5 Medium	City/PSU shared goals for the eastern edge of the University District include accommodating light rail, and ensuring excellent urban design The Urban Center and Portland Mall projects are fulfilling these goals and creating gateways that integrate into the neighborhood	PSU was involved the Montgomery Blocks Development Strategy and the Portland Mall projects related to planning along the eastern edge of the University District Leaders do not specifically advocate for physical integration with the city, but do support the inclusion of public amenities in specific projects	Outreach through the UDC during the latest master planning effort resulted in planning principles including integration of new development, and neighborhood preservation PSU is collaborating with the Bureau of Planning as development occurs
Connections 11.5 out of 14.5 High^{-}	All recent city and PSU plans include urban design diagrams that specify enhancements to pedestrian connections, such as gateways and "green streets" Recent improvements include pedestrian paving, lighting, and landscaping	Joint management of the Park Blocks PSU coordinated transit- and pedestrian-friendly projects for the Montgomery Blocks and the Portland Mall with Tri-Met, the PDC, and the city's planning and transportation departments	UDC planning principles included enhancing neighborhood connectivity and developing unifying urban design concepts
Project #1 Urban Center 20.5 out of 22 High	Fulfills University District Plan action item to build an "Urban Center" with active uses that connect to pedestrians and transit (such as cafes and retail) City/PSU shared goal to create a catalyst project to activate the area	PSU, the PDC, and other agencies quickly found a way to creatively fund and build the Urban Center	No specific outreach efforts were documented in relation to this project
Project #2 Broadway Housing 16.5 out of 22 Medium	PSU 1979 Development Plan and University District plan policies put increasing priority on student housing and recent plans call for a mix of housing types in the Montgomery Blocks An underutilized block is now perhaps an over-utilized block	President Bernstine supported somewhat risky funding mechanisms - a private development firm run by the PSU Foundation - to make the project happen	No specific outreach efforts were documented in relation to this project

Assessment Category / Score	Policies/Practices	Leadership	Community Outreach
Overall Integration Assessment High⁻	Since the 1960s PSU plans have aimed to interact with the urban fabric in term of pedestrian connections, visual continuity, mass, and scale The University District plan is part of the Central City Plan The involvement of the School of Urban and Public Affairs has helped insure that urban design principles are applied to PSU policies and development projects	Collaborative planning is mandated by the state There is commitment to integration of the urban fabric at all levels of the planning process, by both university and city planners University and city leaders support planning goals PSU lobbied to get the University District Plan adopted, and to bring the streetcar to campus President Bernstine appointed a Campus Physical Planning Committee to advise the PSU campus plan	The UDC and related outreach efforts for the latest master planning process resulted in joint planning principles for the expanded University District Such efforts decrease conflict and result in better integration with the surroundings PSU should consider policies to require community outreach when developing perimeter sites

The Broadway Housing project and the edges of PSU's campus scored medium on the urban form evaluation. Although it is massive and does not respect the form of nearby buildings, the housing project addresses the street and offers many amenities such as ground floor retail and outdoor seating. The edges of campus also offer many amenities such as parks, plazas, pedestrian lighting, and bus shelters. Nonetheless, there is a need for traffic calming and better treatment of parking garages. PSU might also benefit from an official process regarding outreach for edge projects – in particular it appears that little outreach was conducted for the Broadway Housing project.

In a 2006 article, "A Public University as City Planner and Developer: Experience in the 'Capital of Good Planning'," Bunnell and Lawson sum up the reasons for PSU's success at planning projects that integrate with the city, as follows.[334]

> … The key question that therefore arises is how Portland State University was able to get disparate public agencies, with different missions and responsibilities, to work together toward a common goal. Clearly, the leadership abilities and personal qualities of key players at the University played a contributing role. The fact that PSU's School of Urban and Public Affairs was front and center in the planning process may arguably have also helped, since it put people who were politically savvy, and had knowledge and experience in planning, in a leading role.
>
> Notwithstanding these factors, the best explanation for why disparate public agencies were willing to work with the University to develop and implement the Plan for the Urban Center Project, is that the Oregon planning system requires such interagency coordination and cooperation. …

[334] Bunnell and Lawson, 40-41.

The analysis of plans and policies in this study confirms that the system has been successful at PSU – the University District plan is in agreement with city comprehensive and urban renewal plans. Shared goals include enhanced connectivity, expanded cultural amenities, neighborhood preservation, cooperative participation, integrated development, and development of unifying design concepts. A well-established practice of using MOUs and inter-governmental agreements supports joint-development that promotes these goals.

In summary, implementation of state policies for cooperative planning and the commitment on all levels to create an integrated urban environment in downtown Portland have been the key factors in improving place-making and connectivity at and around PSU. The urban design criteria analyzed for this study have been successfully applied to create the seams, edges, nodes, landmarks, and pathways that form an integrated urban fabric. Although there is still room for improvement, these elements have largely come together at PSU. The city and the university see each other as assets – there is a common vision for an integrated urban fabric that includes PSU.

CHAPTER 8 RESEARCH CONCLUSIONS

The remainder of this report summarizes and compares the four case study universities, looking at how the hypothesized factors – leadership, policies and practices, and public involvement – impact the urban form evaluation results. Conclusions and trends from the case studies generally validate the research hypotheses, and the literature on university-city planning and collaboration. In addition, the methodology used for this study provides ideas for future evaluation of urban form outcomes. Large, urban, public universities might benefit from quantitative measures of leadership, policies, and outreach, to help them evaluate the success of building projects. Conclusions from this in-depth evaluation of physical integration at CSUN, SJSU, UC Berkeley, and PSU also provide guidance that can help to improve collaborative planning, and achieve a livable urban fabric for the mutual benefit of universities and their host cities.

CASE STUDY COMPARISON AND ANALYSIS

Table 26 Case Study University Characteristics

	CSUN	SJSU	UC Berkeley	PSU
City Population	Northridge 63,000	San José 895,000	Berkeley 103,000	Portland 503,000
Region Population	LA County 9.5 million	SF Bay Area 6.8 million	SF Bay Area 6.8 million	Portland Metro 1.7 million
Setting	Suburban	Part of downtown	Next to downtown	Part of downtown
Year Established[1]	1958	1870	1866	1955
Size (acres)	356 acres	88 acres	180 acres	47 acres
Enrollment[2]	25,000 FTE	22,000 FTE	32,500 FTE	15,000 FTE
Faculty[2]	975 FTE	1,100 FTE	1,630 FTE	770 FTE
Academic Space	4 million sf	5 million sf	12 million sf	4 million sf
Student Beds	2,460	1,700	8,190	930 units[3]
Parking Spaces	12,100	5,550	7,690	2,925

[1] Year operation or planning began at the current location (with college/university status)

[2] Approximate; 2005 data

[3] PSU measures housing in units, other case studies universities measure beds

The physical setting and characteristics of each case study university influences the degree to which the campus connects with the surrounding urban fabric. Although all four case study campuses are surrounded by an urban grid, there are some distinct differences between them. Table 26 summarizes the university characteristics including geographic setting. CSUN is located in a suburban setting while the other three are in or adjacent to a central business district. CSUN also has the largest central campus (356 acres), followed by UC Berkeley (180 acres), SJSU (88 acres), and PSU (47 acres). UC Berkeley and CSUN are located in smaller

communities, while SJSU and PSU are in big-city downtowns. UC Berkeley and SJSU are older institution (both around 150 years old), while CSUN and PSU were founded in the 1950s. UC Berkeley has significantly more students, faculty, and academic space than the three state universities. PSU has significantly lower enrollment. UC Berkeley also has many more students living on campus, while CSUN has many more parking spaces than the other case study campuses.

Historically, the relationship with city government and the surrounding community differs substantially at each case study university as summarized in the following paragraphs.

CSUN: CSUN is a large campus in a lower-density environment. The size and diffused focus of Los Angeles city government (where planners are responsible for large areas) means there is not a focus on planning for Northridge in particular, and cooperation between campus planners and city planners is minimal. Traffic is the main concern over which collaboration has occurred, on projects such as the closure of roads on campus and transportation improvements on Reseda Blvd. The surrounding community (largely single-family residences) is sensitive to any impacts that disturb the tranquility of the suburban environment. Therefore, CSUN has taken to working with the community on large planning projects such as the recent master planning effort, and the University MarketCenter plan. However, the MarketCenter project was no longer feasible once adjusted to address community concerns. In this case, outreach hampered the development of the campus, which still has large vacant areas.

SJSU: Rapid development of the SJSU campus during the 1950s and 60s paid little attention to urban form. At the same time the central business district was deteriorating. Under strong university and city leadership in the 1980s, downtown redevelopment and campus beautification projects began to rebuild the urban fabric. Scarce land has led to collaboration on projects such as road closures, pedestrian malls, and a joint library on campus. The success of these projects has strengthened working relationships between university and city planners and other departments. The compact campus necessitates building densely, which SJSU has chosen to do along the perimeter. Large buildings complement the central business district, but they dwarf the neighborhoods along other campus edges. Nonetheless, the fifteen-story dormitories completed in 2005 have not resulted in a large number of complaints from the community, perhaps due to the extensive community outreach conducted during the design and construction of the project.

UC Berkeley: Berkeley is a college town – the university and the city grew together. Although the campus abuts the urban grid, it was designed as a secluded, park-like environment. To protect this historic atmosphere, the university has expanded into the surrounding city grid. UC Berkeley is a well-established research university of great renown, and is the largest employer in Berkeley. Planning for university projects is complex, partially due to the many strong and diverse internal forces that influence campus development. Due to its size and prestige, and the complexity of decision-making, UC Berkeley often does not consult with the city and the community in a timely manner. Early university expansion did not consider urban form and conflicts over projects and plans resulted in lawsuits (and settlements mandating joint planning). Recent projects have considered the urban fabric, and cooperation between university and city departments has improved. Amenable leaders such as Vice Chancellor of Physical Planning Emily Marthinsen have been more open to the community.

PSU: The PSU campus was largely created out of urban renewal lands, necessitating collaboration with the city of Portland since campus planning began in 1961. Oregon state law also mandates agreement between plans on all levels of government, a policy which led to the integration of PSU's University District Plan into Portland's Central City Plan in 1995. PSU has benefited from a lack of residential neighborhoods in the immediate vicinity. Now, as the campus expands farther to the south, PSU has conducted extensive outreach with neighborhoods and businesses to establish joint planning principles. Collaborative efforts with redevelopment and transportation agencies led to joint-development of the landmark Urban Center, a mixed-use academic building with integrated transit and a public plaza. The success of this project instigated further efforts to integrate transportation and land uses around PSU for the mutual benefit of downtown Portland and the university. The PSU campus has realized an "open university" pattern, where there is dissolution of the boundary between the city and the university breaks down the isolation between students and residents.[335]

The unique circumstances at each case study university influence the degree to which the campus is integrated with its surroundings. Therefore, the factors considered for this research – *Leadership*, *Policies and Practices*, and *Community Outreach* – are best analyzed from a qualitative perspective. Table 27 summarizes this qualitative comparison of the interaction between factors as they influence physical integration with the surrounding urban fabric.

Table 27 Comparison of Hypothesis Factors

	CSUN	**SJSU**	**UC Berkeley**	**PSU**
Leadership	*Somewhat effective* Pluses: Collaboration with local council member on traffic issues and projects, and collaboration with school district Minuses: Leadership is focused on matters other than enhancing campus edges and connections	*Effective* Pluses: Leadership has been the driving force behind recent improvements Minuses: None; Both city and university leaders are involved in cooperative efforts to enhance the urban environment in downtown San Jose	*Not effective* Pluses: City leaders actively challenge UC Berkeley's isolated planning practices Minuses: Lawsuits and settlements have been the means for resolving planning issues in recent years	*Somewhat effective* Pluses: PSU is highly involved in collaborative planning and development, including joint management of the Park Blocks Minuses: Leaders do not specifically advocate for physical integration with the city

[335] Christopher Alexander, et al., *The Oregon Experiment* (New York: Oxford University Press, 1975), 108.

	CSUN	SJSU	UC Berkeley	PSU
Policies / Practices	*Somewhat effective* Pluses: Master plan includes goals to improve linkages and to respect neighbors by using appropriate building set-backs, heights, land uses, and landscaping Minuses: Other than parking garages, building has occurred in the campus interior (no opportunity to apply the policies, because the edges remain largely vacant)	*Somewhat effective* Pluses: Master plan includes goal to blend with the surrounding community Minuses: Campus design guidelines would be useful to guide the design of perimeter sites	*Somewhat effective* Pluses: LRDP and Landscape Master Plan policies encourage improved edges, gateways, and paths through campus Minuses: Campus was conceived as park-like & secluded from the city	*Effective* Pluses: Since the 1960s PSU plans have aimed to interact with the urban fabric in terms of pedestrian connections and visual continuity, mass and scale, and the University District Plan is part of the Central City Plan Minuses: None; Integrated planning is mandated on the state level
Community Outreach	*Somewhat effective* Pluses: Extensive outreach during major planning processes Minuses: Reducing the scale of the MarketCenter project rendered the project infeasible – an opportunity for joint-development was lost and the land remains vacant (could have done a better job of balancing university and community needs)	*Somewhat effective* Pluses: Community outreach has reduced conflict on recent projects Minuses: No policies in place to require community design charrettes when developing perimeter sites	*Not effective* Pluses: When the city and the university do work together, projects are well-accepted and successful Minuses: The needs of the city and the university are often fundamentally different, and limited UC outreach exacerbates the situation and leaves issues unaddressed	*Effective* Pluses: The UDC and related outreach efforts for the latest master planning process led to a joint vision for the expanded district Minuses: Lack of outreach for some projects has not yet led to controversy, but as the district expands, outreach may become more important

The motivation for leaders to become involved seems to be higher in redeveloping areas where the future of the urban fabric is at stake. This is the situation at SJSU and PSU. Leadership is strongest at SJSU where planning has been lacking in the past, and opportunities exist that require the university to seize the moment. On the other hand, at UC Berkeley where the challenges are greatest and campus planning has become a major political issue, leadership has not yet been able to overcome a reputation for lack of openness and collaboration during planning and project development.

Policies and practices are at least somewhat effective at all the case study universities. In every case, recent projects fulfilled many of the new urbanist design criteria measured for this study (see Table 28). Policies appear to be strongest at universities where leadership is not as strong – long range plans for CSUN and UC Berkeley have more specific urban design policies but

university leadership is not as focused on urban connectivity at those institutions. On the other hand, SJSU and PSU plans include high-level goals and frameworks for integration with the urban fabric, but include fewer specific design guidelines. The positive results for these two campuses support Richard Dober's assertion that a flexible campus plan works better than a static master plan.[336] Policies at PSU are the most effective – probably due to a long history of collaborative planning, and state laws that require consistency between plans.

Table 28 Comparison of Outcomes

	CSUN	SJSU	UC Berkeley	PSU
Edges	4.5 (Medium-)	5 (Medium-)	4.5 (Medium-)	6 (Medium)
Connections	9 (Medium)	11 (High-)	8 (Medium-)	11.5 (High-)
Project #1	8.5 (Low)	12.5 (Medium-)	15.5 (Medium)	20.5 (High)
Project #2	11.5 (Medium-)	19 (High-)	16 (Medium)	16.5 (Medium)
Overall Assessment	Medium-	Medium	Medium-	High-

Community outreach has also been most effective at PSU. A long history of collaboration and goodwill probably makes this process easier and more positive. Increased outreach related to latest expansion efforts will help to maintain this goodwill. Both CSUN and SJSU have used community input to shape planning and project design with mixed results. At SJSU the result was a dormitory project that is well-received by the community. However, a public-private housing and retail development at CSUN was cancelled as a result of community outreach. UC Berkeley's size and a complex decision-making process slow down internal planning. The university does not announce plans or projects until approved by university leadership. Outreach is almost always delayed and is largely ineffective, because plans and projects are well-developed by that time, and changes are no longer feasible.

Summary of Results

Considering the diverse background settings and leadership and policy influences, the outcomes of the urban design evaluations done for this study are clearly the result of varied and complex influences. Nonetheless, PSU, where policies and outreach were effective and leadership somewhat effective, received the highest scores. The results for SJSU, which was found to have effective leadership and somewhat effective policies and outreach, were generally higher than at CSUN or UC Berkeley. PSU and SJSU benefit from being compact campuses near redevelopment areas in big-city downtowns. All of the factors were found to be somewhat effective at CSUN, but the results were not as strong, likely due to the spread out campus and suburban environment. UC Berkeley was found to have effective policies but ineffective leadership and outreach. Although recent projects have improved the environment, the campus edges and connections scored poorly, and the political climate against campus planning and expansion has not yet turned around.

[336] Richard P. Dober, *Campus Design* (New York: John Wiley & Sons, Inc., 1992), 4.

Universities are working with their surrounding communities to varying degrees. The results from the four case studies show that when leaders make cooperation and joint planning a priority, improved integration with urban fabric can be achieved. Such strong leadership led to positive results, especially at SJSU. Physical conditions on and around campus had deteriorated significantly, so perhaps such instigation was needed. Long-established policies for joint planning were more instrumental in the outstanding outcomes at PSU. Both universities have established strong relationships with their communities, which will help them to win acceptance as they continue to expand and develop buildings that will impact the surroundings.

The lack of connectivity and urban design along the edges of CSUN is most likely due to the suburban environment and large campus – such low density does not support amenities such as plazas and mixed-use facilities. The spread-out nature of suburban Los Angeles may also contribute to a lack of joint-planning and a NIMBY sentiment among surrounding neighbors. CSUN leaders, while not proactive, should be commended for their support of community outreach efforts and sensitivity to community wishes. In addition, CSUN master plan policies introduce guidelines that will address urban form as campus and community slowly develop and become more urban in the future.

UC Berkeley is very proud of its architectural heritage and has recently improved its reputation by building award-winning projects that blend with the community. However, the original design of the central campus and the many walls and barriers that line the campus edges will take many years to break down (as indicated in the introductory discussion on urban form, this "green heart" layout does not integrate with the urban fabric as effectively as a "spine and grid" layout). The complexity of planning and decision-making at the UC Berkeley leads to one-sided decisions that often spark community protest. A polarization has developed that may take years to break down. Although UC Berkeley is slowly opening up to the surroundings, lack of community outreach often comes back to hamper development plans. UC Berkeley is the 1,000 pound gorilla and university leaders continue to show little willingness to compromise on campus development issues.

When a university is completely unwilling or unaware of the surrounding urban fabric, the results can be frustrating. This is the case in the City of Seattle, which has excellent design guidelines that encourage the development of buildings that address the street. Guidelines include ground-floor retail, pedestrian access from the street, recessed entries, transparent façades, minimal setbacks, and no parking lots along the street. However, as of 1997, Seattle University's development plans were ignoring these guidelines – building parking lots on the street, and continuing to set back buildings with blank walls and without entrances facing the street.[337] The assessments show that the universities studied for this research are not perfect in this regard and have committed similar offenses in the past. However, policies and outcomes mostly indicate a commitment to better physical integration. Projects as unfriendly as those built in Seattle are unlikely to be built in Northridge, San José, Berkeley, or Portland.

[337] Bill Zosel, "The Campus in The Community -- Its Urban Neighbors See A Village Magnet, But Seattle U. Has Other Priorities," *The Seattle Times* (16 February 1997), Editorial.

Research Results

According to the hypothesis of this research, strong leadership and clear and consistent plans, policies, and project implementation methods regarding the relationship between the campus and its environs should result in development that successfully integrates urban university campuses with their surrounding urban fabric. The degree of integration will depend upon the extent to which these elements are present. The case study results strongly support the assumptions underlying this hypothesis as detailed in Table 29.

Table 29 Research Results

Hypothesis Assumption	Results
When long-range plans give adequate attention to the interaction between the campus and the surrounding neighborhoods in which it is located, and people in those neighboring areas are allowed to participate in the planning process, development along the edges of campus will be more likely to successfully integrate the campus with the surrounding urban fabric.	Plans at all the case study universities are giving increased attention to interaction with the surrounding neighborhoods and relative high scores for most recent projects at all campuses indicates that this approach is effective.
Support for cooperative planning by university and city leaders facilitates efforts to plan for and achieve greater physical integration.	Leadership may help to jump-start cooperative planning when the urban fabric has been ignored in the past. UC Berkeley's relationship with the city improved under the leadership of Chancellor Clark Kerr, and is improving again due to the increased openness and cooperation of Vice Chancellor Emily Marthinsen. SJSU's relationship with the city also changed dramatically under President Robert Caret, resulting in a joint-library on campus.
Clearly documented planning and implementation policies and/or procedures may help achieve the integration, but are not as effective as long-range planning.	Cooperation on long-range plans was found to be the most effective. Despite plans for extensive expansion, long-term collaboration has led to ongoing goodwill and successful results at PSU.
Keeping the community informed about the university's building plans can also have a positive effect, but is less effective than interactive public participation (including city staff, local businesses, and local residents) during planning and design.	No positive results were documented based purely on keeping the community informed. Cooperative design resulted in positive outcomes including street closures at CSUN and SJSU, and joint projects such as the Urban Center at PSU and the MLK Library at SJSU. Joint planning at PSU (University District Plan), SJSU (South Campus Master Plan), and UC Berkeley (Southside and Downtown Area plans) is generating renewed interest in joint development to improve the overall urban environment.

The case study comparison indicates that *strong leadership* is especially important where conditions have deteriorated and apathy about the urban condition must be overcome. SJSU serves as an example where university and city leadership together were instrumental in efforts to successfully rebuild and reconnect the urban fabric. Leadership does not appear to be as important where strong mandates for joint-planning are in place, as is the case at PSU. These results support the literature, which emphasizes that university presidents and chancellors set the

tone for the relationship.[338] However, joint plans and projects at the case study universities were also made possible through good relationships between city and university department directors.

The case studies illustrate how *clear and consistent plans, policies, and implementation methods* do not necessarily lead to improved urban form. Planning policies at CSUN and UC Berkeley had more specific urban design guidelines but the campuses had the lowest scores for edges and connections. However, the policies are quite recent (both completed in 2005) and may have more impact over time. On the other hand, PSU has benefited from long term joint-planning and joint policies and plans specifying a more general shared vision. Although outreach for specific projects at PSU is not particularly strong, and leaders do not make campus planning a priority, the university continues to expand and develop with little conflict.

Outreach and long-term collaboration appear to be a key factor in the successful integration efforts at PSU. At all the case study universities, projects were more successful and scored higher on the urban form criteria when outreach or collaboration was involved.

The nature of the built environment seems to mediate the effectiveness of leadership, plans, and policies. The suburban nature of the CSUN environs and the isolated, park-like environment of the UC Berkeley campus itself are major obstacles that are not likely to be overcome soon, even with great leadership on all sides. On the other hand, the positive results for SJSU and PSU may be related to the synergy between a redeveloping downtown of a major city and a lower-profile public institution, working together to increase prominence of both university and the city.

The case study results generally support the hypothesis of this research. At the four case study universities it can be said that the current state of integration correlates directly to leadership in the past. Clear and consistent plans at all four universities are leading to improved urban design and integration along campus edges. The extent of integration also correlates directly to the extent of community involvement.

Trends

The case studies highlighted several trends in campus planning and integration with surrounding urban fabric. These trends support the propositions put forth in recent campus planning literature, which discusses a renewed focus on urban environments. These trends are summarized in relation to the case study results in the following paragraphs.

- There appears to be widespread recognition of the benefits of walkable and livable environments both on campus and in the campus environs. Getting through traffic off campus streets is a goal that was support by city leaders at both CSUN and SJSU. Campuses are also developing gateways using architectural features and enhanced landscaping, and special signage and lighting is being placed along the edges and connections. Such improvements support the proposition that campus image is an important factor driving universities to improve the urban environment for the entire community.[339]

[338] Nichols, 19-20.
[339] Nancy Levinson, "Campus Planning is Breaking New Ground," *Architectural Record* 192, no. 8 (August 2004), 87.

- Traffic and parking are still the most controversial factors related to university development. Insufficient traffic analysis was the basis for the City of Berkley's lawsuit against the UC Berkeley Long Range Development Plan. In the suburban environment at Northridge, residents are more sensitive about traffic and parking issues, and traffic is a big concern with respect to university development. In the downtown environments traffic and parking issues are accepted as a fact of life, so nearby residents may be less concerned, especially if the development includes public transit or other public amenities.

- Master plans and long range development plans are specifically addressing urban form issues more than in the past. Local circumstances such as the land use environment and the character of the university will impact how quickly these recent policies can be implemented. However, the trends seen in these case studies indicate that universities and cities will be collaborating more closely to ensure compatible relationships between land use, circulation, and expansion *both on and off campus*.[340]

- Site and environs analysis during project development is leading to improved integration and model projects, at least at very urban universities. SJSU's MLK Library and PSU's Urban Center in particular consider the nature of the surroundings as well as factors such as site configuration, architectural theme, access, and infrastructure.[341] These successful projects provide proof that joint-development and mixed-use projects can further establish a sense of place and mend the urban fabric. With such success under their belts, both PSU and SJSU are working on other joint ventures. These results support the assertion that university efforts can become models for future government initiatives.[342]

- As the importance of the surrounding environment grows for universities, they are looking for ways to over come geographic barriers. For example, PSU has plans to deck the I-405 freeway that creates a barrier to the south.

- Urban universities are collaborating on joint-planning and efforts to better integrate with the campus environs. Joint planning at PSU (University District Plan), SJSU (South Campus Master Plan), and UC Berkeley (Southside and Downtown Area plans) is generating renewed interest in joint development to improve the overall urban environment. Results support recent suggestions in the literature that both universities and cities could benefit from consistent, comprehensive joint planning. [343]

- Universities are increasingly engaging the community in joint-planning efforts with largely successful results. However, CSUN's experience indicates that it would be beneficial to limit compromise—it may be important to start with a fixed set of uses and densities, and be more flexible about design issues and public amenities.

- The use of advisory boards and task forces is a well-established practice. Examples from the case studies include: the University District Coalition at PSU; the Beyond MLK task force in

[340] *Campus Planning: Redesign, Redevelopment, Rethinking: Proceedings of a Professional Development Symposium* (Dallas, Texas: Myrick-Newman-Dahlberg & Partners, 1983), 182-183.
[341] Ibid., 257.
[342] Rosenwald et al., 18.
[343] Wim Wiewel, "University Real Estate Development: Time for City Planners to Take Notice!"

San José; the University MarketCenter task force at CSUN; and city participation on UC Berkeley's Design Review Committee, as well as university participation on the Downtown Area Planning Advisory Committee. These relationships appear to reduce conflicts, increase opportunities, and allow challenges to be overcome. For example, the Beyond MLK efforts in San José are leading to joint-planning for shared sports facilities on the South Campus.

- Boards and task forces are generally more successful when all parties are involved. The most successful case study outcomes were seen at SJSU and PSU, where outreach includes city planners and other city staff, as well as neighborhood and civic organizations. At CSUN where city staff are not involved, and at UC Berkeley where neighborhood organizations are not involved, results are mixed. This result supports long-held beliefs that joint planning can help address concerns about neighborhood stability, and avoid community conflict, political strife, and legal action in the courts.[344]

METHODOLOGY LIMITATIONS

This research used qualitative case studies to verify the campus planning approaches and new urbanist design methods promoted in the literature (and clarified via the research hypothesis). The research investigated the following factors: the history of planning and community participation; the evolution of plans and policies; and the impact of leadership. Specific urban design criteria were used to measure the success of recent projects in realizing desirable urban environments. The impact of the different factors on the outcomes was analyzed to evaluate the hypothesis, and identify common themes and trends in campus planning at urban, public universities on the west coast.

Measuring Policies, Leadership, and Outreach

Although this qualitative research produced rich results, it could be beneficial to define quantitative parameters to measure policies, leadership, and outreach. Possible measures for the effectiveness of these factors are as follows.

- Leadership could be quantified by looking for specific actions such as level of participation on task forces and advisory boards. Involvement of department directors should also be measured.
- Policies could be quantified by the types of plans produced, the level to which impacts are considered, and inclusion of specific types of goals in university and city plans. Helpful plans might include a campus-community plan, or specific plans for joint redevelopment of strategic areas. Positive campus-community goals might include: adequate housing and community facilities; housing choice; consideration and mitigation of university impacts on the community; and developing fiscal resources and legal tools for university-community development.[345] Lists of criteria such as these can be developed to evaluate policies and plans.

[344] Edward M. Meyers and Ira Stephen Fink, *Universities and communities: can they plan together?* (Berkeley: University of California, Office of the President, Assistant Vice President--Physical Planning, 1974), 69.
[345] Ira Fink, "Planning within a Community Context," in *Facilities Planning, Design, Construction, and Administration* (Alexandria, VA: Association for Higher Education Facilities Officers, 1997), 1439.

- Outreach could be quantified by: using a checklist of the players that should be involved; specifying levels of joint-planning (collaboration on city plans, collaboration on transportation plans, collaboration on university plans, and complete consistency of all plans); and identifying the stage of planning at which collaboration and outreach begin. Individuals and groups that want to be involved in university projects include: elected officials such as city council members, and even state and federal representatives; local government administrators and advisors such as the mayor and city manager and their staffs; city commissions such as the planning commission; advisory groups such as historical and business organizations; and the general public, including the broader city population, as well as residents and business owners directly impacted by projects.[346]

Comparing University Case Studies

The physical and organizational characteristics of the university also impact the outcome of university projects and planning efforts. Some possible ways to categorize such characteristics are as follows:

- Identify criteria that allow different campuses to be compared based on physical characteristics such as transect location (from central business district to suburban to rural), size of campus, density of surrounding uses, and original conception of the campus.
- Categorize the existing condition of the university- relationships as follows: ongoing clear and relevant communication; lack of public alliances; generally poor alliances that need to be rebuilt; or intense conflict over plans or major projects.[347]
- Note typical issues, including unilateral decision-making by either the university or the community, population impact of students, tax-exempt property issues, traffic issues; housing shortages; and lack of timely communication about university projects.
- The model for working with the community is a relevant factor that should be noted. Four models that are often used are: an ad hoc approach; formal liaisons; joint campus-community planning organizations; and formal development corporations.[348]

The evaluation criteria appeared to reflect the relative success of edges, connections, and projects in creating successful urban places and streetscapes. However, the following evaluation items were rarely present or were not appropriate for every situation or project and should be reconsidered as valid measures: information kiosks, display boards, fencing and bollards, and buildings and landscaping that create pedestrian corridors. Addition of new criteria should also be considered. Some possible items noted during the evaluations were: width of sidewalks, double rows of street trees, decorative tree wells, and distinctive building signage. In addition, it would be useful to include specific guidance on evaluating more subjective criteria such as massing, pattern, layout, and historic compatibility.

This research has yielded valuable information about measuring leadership, plans, and policies, and about evaluating urban design and urban form. The case study results support the planning

[346] Patrick J. Lawlor, "The University and the City: Building Political Alliances," in *Critical Issues in Facilities Management* (Association of Physical Plant Administrators of Universities and Colleges, 1990), 33–36.
[347] Lawlor, 33.
[348] Fink, 1434–1435.

methods and trends documented in the campus planning and new urbanist design literature. The study also found that the impact of the trend towards increased integration depends on the urban setting and development history at the university and in the campus environs.

SUMMARY

A large urban campus can create a mega block (even larger than a super block) in the middle of the urban fabric. This can disrupt development in the surrounding areas and lead to physical deterioration and stagnant economic development in the university environs. For the benefit of both the university and the city as a whole, urban universities must become partners in the process of creating an integrated urban fabric that enhances quality of life, economic development, and safety for the entire community. Just as cities and counties are working together to solve regional issues, universities and cities can work together on projects along the edges of campus that enhance the institution's mission and integrate the campus with the surrounding urban fabric.

The universities studied for this research – California State University Northridge, San José State University, University of California Berkeley, and Portland State University – have long range plans and guidelines that address their immediate environment and include high-level goals to integrate with the urban fabric. The success of these plans and policies was found to be related to synergy between the needs of the city and the university, as well as the priority leaders put on the issues.

Lower-profile institutions located in major downtowns had the greatest success at engaging city leaders in joint projects and joint planning because needs are similar. However, where power is mismatched, or needs are fundamentally different, collaboration is often inconsistent, as are outcomes. In cases where synergistic planning opportunities are recognized, change can happen more quickly and positive outcomes help to strengthen collaborative planning. Strong relationships with the community help to win acceptance of projects. However, when needs are different, one party is usually less than satisfied with the outcome and relationships continue to be strained. At universities where campus planning has become a major political issue, it is more difficult for leadership to overcome negative perceptions.

The campus history and setting is also important in determining the success of joint planning efforts as follows.

- The motivation for leaders to become involved is greater in redeveloping areas where the future of the urban fabric is at stake and opportunities exist for mixed-use projects.
- Deteriorated conditions can inspire leaders to act.
- In suburban settings projects are more likely to generate NIMBY reactions from nearby neighborhoods and city leadership may not be as strong.
- Complex university decision-making processes can hamper collaborative planning.
- It is easier to provide pedestrian connections for the community when the campus was built over an urban grid.

Policies appear to be strongest at universities where leadership on either the city or university side is not strong. However, successful implementation of these policies can be hampered by lack of communication and historic concerns that generate automatic negative responses to university plans. Policies and leadership do not make up for a history of collaborative long-range planning. A commitment to joint planning generates the most consistent results.

Universities benefit from joint-planning in at four ways. Planning is more realistic when the needs of both the university and the surrounding neighborhoods are taken into account. Positive development in the campus environs creates a safe environment for students and faculty. The negative impacts of the university can be mitigated. Lastly, the university gains an understanding of the development environment and can better foresee problems.[349]

Any campus wanting to turn around the surrounding environment could only benefit from high-level communication and collaboration between leaders, clear and consistent plans and policies supporting city as well as university goals, and extensive community outreach regarding plans and projects. Universities are part of the urban fabric and in their position as innovators they can help to address problems of mutual interest.

> "Universities have become one of the major institutions addressing metropolitan development policy issues. Driven in part by the severity of urban problems, as well as increased calls for accountability and "engagement," institutions of higher education have started to play active roles in bringing their intellectual and institutional resources to bear on their immediate environment."
>
> Wim Wiewel and Gerrit-Jan Knaap, *Partnerships for Smart Growth: University-Community Collaboration for Better Public Places* (2005), 4-5.

[349] Fink, 1437.

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APPENDIX A CONNECTIVITY AND PROJECT EVALUATION FORMS

Project Evaluation

1 Data

Project:

Date:

Day: Time:

Weather:

Mode (foot/bike/car):

2 First Impressions

Function (Design is usable by all)
1(bad) 2(fair) 3(good) 4(excellent)
Order (Design is easily understood)
1(bad) 2(fair) 3(good) 4(excellent)
Identity (Design is distinctive and recognizable / memorable skyline)
1(bad) 2(fair) 3(good) 4(excellent)
Appeal (Design is pleasing and attractive)
1(bad) 2(fair) 3(good) 4(excellent)

3 Project Evaluation

Parking lots on street	yes / no
Garages and loading docks screened	yes / no
Fences or barriers along the street	yes / no / partially
Minimal building setbacks	yes / no
Massing is compatible with the scale of nearby buildings	yes / no
Pattern, density, and layout Compatible with nearby buildings	yes / no
Blank walls along the street	yes / no
Entrances facing the street	yes / no / partially
Windows facing the street	yes / no
Recessed or transparent entries (sense of accessibility)	yes / no / partially
Mixed-use (public uses on ground floor)	yes / no
Street trees	yes / no
Distinctive public space Paved surfaces Unit paving Lighting Signs Display boards Bicycle racks Information kiosks Trash receptacles Fencing and bollards Benches and seats Shelters Plantings	yes / no
Optional	
Clearly marked crosswalks	yes / no / partially
Design respects local history and character	yes / no / partially
Design details (bay windows, etc)	yes / no
Comments on defensible space	

4 Conditions on Other Side of Street

Parking lots on street	yes / no
Garages and loading docks screened	yes / no
Fences or barriers along the street	yes / no / partially
Minimal building setbacks	yes / no
Massing is compatible with the scale of nearby buildings	yes / no
Pattern, density, and layout Compatible with nearby buildings	yes / no
Blank walls along the street	yes / no
Entrances facing the street	yes / no / partially
Windows facing the street	yes / no
Recessed or transparent entries (sense of accessibility)	yes / no / partially
Mixed-use (public uses on ground floor)	yes / no
Street trees	yes / no
Distinctive public space Paved surfaces Unit paving Lighting Signs Display boards Bicycle racks Information kiosks Trash receptacles Fencing and bollards Benches and seats Shelters Plantings	yes / no
Optional	
Clearly marked crosswalks	yes / no / partially
Design respects local history and character	yes / no / partially
Design details (bay windows, etc)	yes / no
Comments on defensible space	

Project Evaluation Guide

Parking lots on street – Mark yes if there are parking lots between the building and the street or if there is a large parking lot to the side of the building

Garages and loading docks screened – Mark yes if loading docks are hidden or camouflaged

Fences or barriers along the street – Mark yes if walls or fences separate the building from the street

Minimal building setbacks – Mark yes if setback are 10 feet or less

Massing is compatible with the scale of nearby buildings – Mark yes if nearby building are of similar size and height

Pattern, density, and layout compatible with nearby buildings – Mark yes if nearby buildings are oriented similarly, have similar shapes or outdoor features, similar design details, and/or house similar intensity uses

Blank walls along the street – Mark yes if there are large blank walls facing the street

Entrances facing the street – Mark yes if entrances can be accessed from the street

Windows facing the street – Mark yes if there are windows where people can see out onto the street

Recessed or transparent entries (sense of accessibility) – Mark yes if entries are recessed and/or allow passersby to see into the building

Mixed-use (public uses on ground floor) – Mark yes if the project includes ground-floor retail or service uses that face the street

Street trees – Mark yes if the sidewalks include street trees

Distinctive public space – Mark yes if the project includes a pubic space where you want to linger

- **Paved surfaces** – Mark yes if the space includes paves surfaces
- **Unit paving** – Mark yes if unit paving is used to add texture or design to a plaza or landscaped area
- **Lighting** – Mark yes if the space includes special pedestrian scale lighting
- **Signs** – Mark yes if the space includes attractive signs for orientation and/or identification
- **Display boards** – Mark yes if the space includes a display board with a variety of public information
- **Bicycle racks** – Mark yes if the space includes bicycle racks
- **Information kiosks** – Mark yes if the space includes an information kiosk
- **Trash receptacles** – Mark yes if the space includes nice trash cans
- **Fencing and bollards** – Mark yes if the space includes attractive fencing or bollards
- **Benches and seats** – Mark yes if the space includes places to sit
- **Shelters** – Mark yes if the space, or nearby transit stops, include shelters
- **Plantings** – Mark yes if the space includes attractive greenery aside from street trees

Clearly marked crosswalks – Mark yes if intersections near the project feature clearly marked crosswalks

Design respects local history and character – Mark yes if the project uses elements that reflect local architectural traditions or materials

Design details (bay windows, etc) – Mark yes if the architecture includes design details such as awnings, window framing, arches, cornices, exposed beams, patterning or contrasting or materials, etc.

Connectivity Evaluation

1 Data

Campus:

Date:

Day: Time:

Weather:

Mode (foot/bike/car):

2 First Impressions

Drive around the edge of campus
Are there clear entrances and pathways?

Function (Design is usable by all)
1(bad) 2(fair) 3(good) 4(excellent)

Order (Design is easily understood)
1(bad) 2(fair) 3(good) 4(excellent)

Identity (Design is distinctive and recognizable / memorable skyline)
1(bad) 2(fair) 3(good) 4(excellent)

Appeal (Design is pleasing and attractive)
1(bad) 2(fair) 3(good) 4(excellent)

If there are through streets, drive along each through street
Are pedestrian and bicycle connections facilitated?

Function (Design is usable by all)
1(bad) 2(fair) 3(good) 4(excellent)

Order (Design is easily understood)
1(bad) 2(fair) 3(good) 4(excellent)

Identity (Design is distinctive and recognizable / memorable skyline)
1(bad) 2(fair) 3(good) 4(excellent)

Appeal (Design is pleasing and attractive)
1(bad) 2(fair) 3(good) 4(excellent)

3 Connectivity Evaluation

Preserves urban grid (use map if needed)	yes / no/ partially
Short Blocks	yes / no
East-west	
North-south	
Pedestrian connections to transit	yes / no / few
Benches	
Shelters	
Clear and attractive entrances	yes / no
Defined campus edges	yes / no/ partially
Street trees	
Signs	
Lighting	
Landscaped medians	
Public art	
Parks and plazas along edges	yes / no
Parking lots & garages along edges	yes / no
Screening (landscaping)	
Safety (paving/lighting)	
Sidewalks along edges	yes / no/ partially
Ped-scale lighting	yes / no/ partially
Clearly marked crosswalks	yes / no/ partially
Sidewalks along through streets	yes / no
Ped-scale lighting	yes / no
Clearly marked crosswalks	yes / no
Direct paths through campus	yes/ no/ partially
Attractive paths through campus	yes/ no/ partially
Special paving	
Benches	
Public art	
Open space along connections	yes / no/ partially
Plazas along connections	yes / no/ partially
Buildings and landscaping create pedestrian corridors	yes / no/ partially

Connectivity Evaluation Guide

Preserves urban grid – Mark yes if campus preserves connections of the urban grid for pedestrians and bicyclists

Short blocks – Mark yes if blocks are about 300 feet long or less

Pedestrian connections to transit – Mark yes if there are improved paths to transit stops

- **Benches** – Mark yes if nearby transit stops includes places to sit
- **Shelters** – Mark yes if nearby transit stops include shelters

Clear and attractive entrances – Mark yes if campus entrances are defined with attractive architectural features or landscaping

Defined campus edges – Mark yes if campus edges clearly define a new district / shift in urban form

- **Street trees** – Mark yes if edges feature street trees
- **Signs** – Mark yes if edges feature special identification signs
- **Lighting** – Mark yes if edges feature pedestrian scale lighting
- **Landscaped medians** – Mark yes if streets along edges feature landscaped medians
- **Public art** – Mark yes if public art is placed along campus edges

Parks and plazas along edges – Mark yes if edges feature parks and plazas

Parking lots & garages along edges – Mark yes if parking lots or garages are placed along campus edges

- **Screening (landscaping)** – Mark yes if landscaping or other treatments are used to screen parking
- **Safety (paving/lighting)** – Mark yes if lighting and special paving is used at garage entries

Sidewalks along edges – Mark yes if edges feature sidewalks

Clearly marked crosswalks – Mark yes if edges feature clearly marked crosswalks

Sidewalks along through streets – Mark yes if there are sidewalks along any through streets

Ped-scale lighting – Mark yes if the pedestrian scale lighting is installed on campus edges

Clearly marked crosswalks – Mark yes if through streets feature clearly marked crosswalks

Direct paths through campus – Mark yes if there are direct paths through campus connecting the grid on all sides

Attractive paths through campus – Mark yes if paths through campus are pleasant, green, feature places of interest, etc.

- **Special paving** – Mark yes if paving is used to add texture or design to a plaza or landscaped areas
- **Benches** – Mark yes if connections feature places to sit
- **Public art** – Mark yes if public art is placed along paths through campus

Open space along connections – Mark yes if paths through campus pass through green areas

Plazas along connections – Mark yes if paths through campus feature plazas

Buildings and landscaping create pedestrian corridors – Mark yes if buildings and landscaping create outdoor rooms along paths through campus