



# University Hill Transportation Study

## Land Use Concept

Institutional Focus Group Memorandum #2

November 2006



Prepared by  
Wallace Roberts & Todd, LLC

Prepared for  
Edwards and Kelcey  
Syracuse Metropolitan Transportation Council



*Syracuse*  
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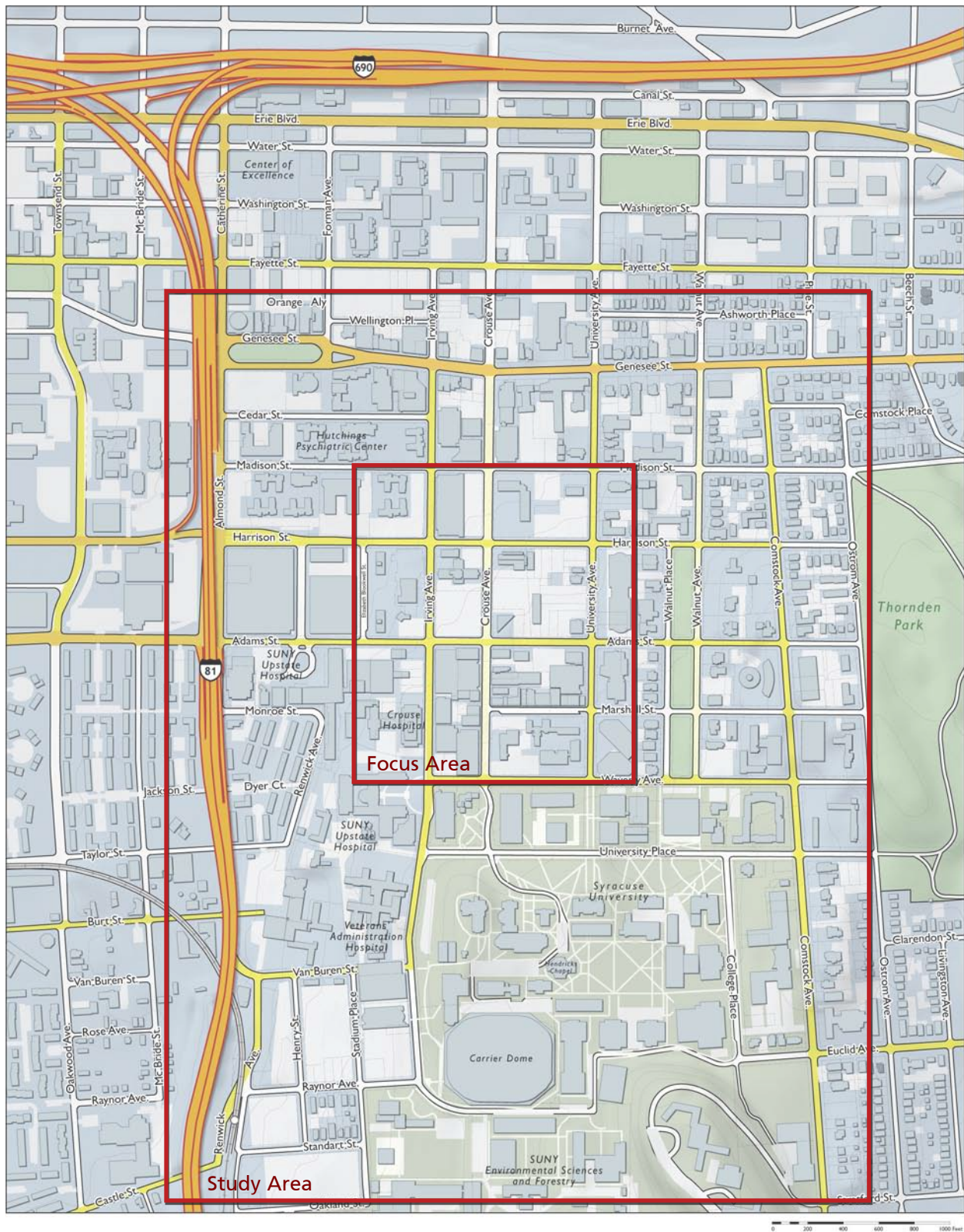
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University Hill study area

## **I. Introduction**

The intent of the University Hill Transportation Study is to keep the institutions and businesses on University Hill viable as they grow while reducing the increased use of autos and demand for parking. This memorandum presents a Land Use Concept for University Hill that is intended to improve the functional relationship between land development and the transportation system. This Land Use Concept is a new vision for University Hill that is based on creating a people-oriented place. By coordinating investments, seeking private partnerships, and using a clear urban design, University Hill can grow its institutional functions while simultaneously becoming a more attractive place. This will require strategic planning, coordination, and managed implementation.

## **II. The Process to Date**

Wallace Roberts and Todd, LLC (WRT) has been retained by Edwards and Kelcey and the Syracuse Metropolitan Transportation Council to assist with land use analysis as part of the University Hill Transportation Study. In the first phase of our work, WRT prepared a land use forecast based on interviews with representatives from University Hill Institutions. In the second phase of work, we were charged to create an alternative Land Use Concept that integrates the institutions' plans in a coordinated framework for review by the Institutional Focus Group of the Syracuse University Hill Transportation Study. This memorandum provides a detailed concept for "University Square," a working name for a mixed-use district that combines institutional space with housing, retail, and other land uses.

## **III. What is a Land Use Concept?**

This alternative Land Use Concept takes the future programmatic elements proposed by the institutions, (e.g. a new academic building or a new medical office building) and creates a coordinated plan with the same development uses, but with special consideration given to mitigating the transportation impacts of institutional growth and designing University Hill as an attractive setting. In addition, the Land Use Concept is also an urban design approach. Urban design is the practice of composing buildings, land uses, public spaces, and transportation systems in a way that creates distinct places. A strong sense of place requires careful planning and managed development over a number of years—it takes time and skill. If development happens without following a planned urban design, sense of place is much harder to achieve.

## **IV. Defining the Problem**

Planning is a problem-solving process. The first step in solving the problem for University Hill is to describe the factors of the current situation that we wish to enhance and those negative conditions that we wish to correct. From this we can establish feasible goals and strategies to meet those goals.





### Sketch of University Hill as it could be

To compete in the knowledge economy requires a focus on urban quality of life.



The problems we wish to address on University Hill include the following:

**1. Adapt to changing demographics and expectations.**

The American population has rising expectations about quality of place—especially in cities. With increased tourist travel to great cities and a new focus on urban life in popular culture, the public now expects urban places to be engaging, active, and authentic. Aging baby boomers are looking to downsize homes and move to active walkable centers. Youth expect a high-energy urban environment with a buzz. To compete in this context, University Hill must adapt by creating a 24-hour urban district that offers entertainment, living, shopping, dining, and special events, as well as working, studying, and researching—all in a compelling urban environment.

**2. Meet institutional needs.**

Part of the impetus for this study is the desire by the current institutions on University Hill to continue to prosper and grow in their current location, in order that they may serve as an economic dynamo for the city and the region. Some of the concerns about institutional viability on the Hill include the ability of visitors to be within walking distance of destinations; traffic congestion; parking availability; attractiveness to workers, students, and faculty; and the ability to expand.

**3. Create a vibrant place that attracts talent.**

Institutions, cities, and regions compete for talented workers. One of the things that highly talented workers are looking for is quality of life, which is strongly connected to quality of place. Many institutions take advantage of the attractiveness of their facilities and their urban precincts to attract talent. For example, Harvard University is so successful partly because of the charm and attractiveness of its Cambridge setting. Creating vibrant retail streets with cafes and other amenities located where employees can reach them on breaks or between shifts is a major amenity for medical employees. "Just the act of walking down a street is a recharge," says Joanna Lombard, professor of architecture at the University of Miami, describes a new trend in medical districts. University Hill has the potential to be a great place to be, if growth is directed to create engaging public spaces and a balanced land use mix.

**4. Build a functional transportation system.**

Transportation is one of the keys to economic prosperity. As the institutions have grown, automobile traffic has increased. Congestion, delay, and aggravation are negative consequences of the stress on the transportation system. These negatives are a problem that should be addressed through planning. In years past, transportation analysis was often overly-simplistic—focusing mostly on the movement of automobiles at high speeds. Today, more holistic tools and approaches are being brought to bear that focus on the total transportation system and the overall user experience. Transportation planning has shifted to moving people, not just cars. Also, it is becoming accepted that a certain amount of traffic congestion is unavoidable in economically successful districts. However, it is imperative that congestion be mitigated through a variety of techniques.

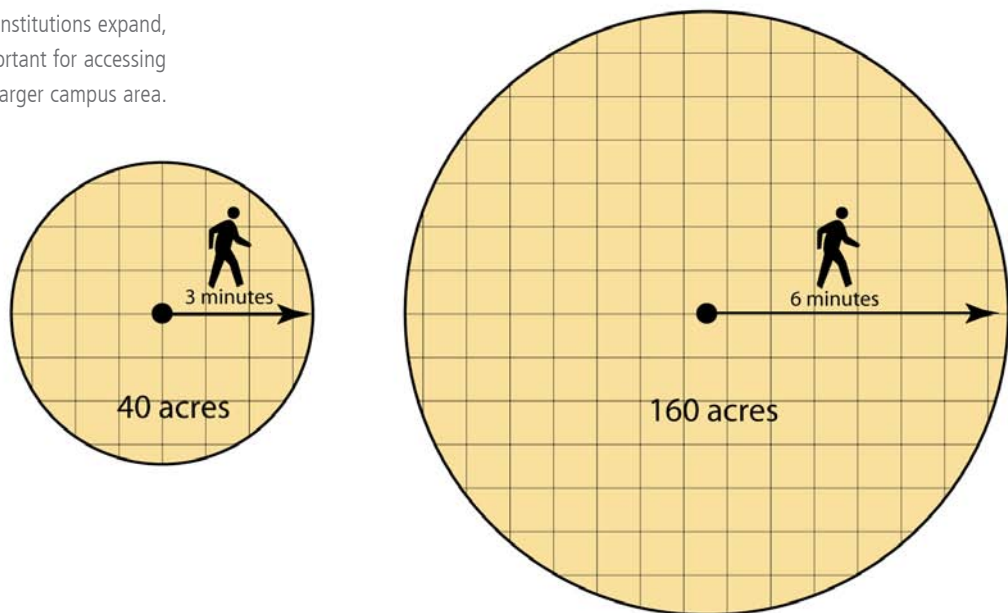
## Mixed-use housing and retail

Santana Row, San Jose, CA



### Walking distance diagram

The area that can be accessed by a pedestrian increases with the square of the distance walked (i.e. if the walkable distance is doubled the area that is accessible is quadrupled.) As institutions expand, increased walkability becomes important for accessing a larger campus area.



## V. Guiding Principles

The consultant's experience and discussions with the Institutional Focus Group suggested a set of principles that shape the Land Use Concept. The principles are essential approaches to solving the planning problem to create a more dynamic University Hill.

### **Vibrant streets**

Streets are the primary open space resource of the community, but they are often overlooked as places in their own right or designed merely as conduits to pump automobiles. The fundamental design element of all urban areas is the street. Streets are the tissue that connects all urban places together. Furthermore, streets are places in themselves: places to meet, to eat, to shop, to hold rallies and gatherings, or simply to watch life go by. Streets are more than just the right of way. Buildings facing streets create the walls of an outdoor urban room. If we design buildings with engaging ground floors, windows that permit views of life inside the building, and entrances that encourage pedestrian activity, we will create streets that are engaging. We must design streets that reflect the kind of place that we want University Hill to be.

### **A diverse land use mix**

Mixing land uses together is like baking a cake. Individually, the ingredients of a cake have distinct qualities. But in the process of measuring them, mixing them, and baking them, they transform into an entirely new substance that is more than the sum of the ingredients. Housing, employment, shopping, and entertainment are some of the primary “ingredients” in the urban cake—when combined carefully using a good recipe, they create a place that is more valuable than the individual components.

### **Walkability**

Everyone is a pedestrian. Dense urban areas work best when pedestrian activity is highly developed. This allows for the benefits of clustering to emerge, and it increases the efficiency of large campuses because the area that can be accessed on foot increases with the square of the distance walked. Thus, if a pedestrian is willing to walk twice as far, he or she can access four times the land area (see diagram at left). A walkable place means that University Hill users can travel between eating, shopping, working, and entertainment without relying on an automobile. They may arrive on the Hill in cars, but they should not need to use them to access the various activities located there. Furthermore, walkability is key to successful transit systems, because transit patrons are pedestrians. The more pedestrian-friendly an area becomes, the greater the transit potential will be.

### **Multi-modalism**

A multi-modal transportation system provides choice to users: efficient and attractive transit, safe bicycle routes, good walking routes, and a functional roadway network. Universities and major institutions face special transportation



## Mitigating garage parking

This garage at right has 700 spaces wrapped by offices and retail. (Boulder, CO)

The garage shown in the photograph at the lower right has retail in the ground floor and architectural elements that blend into the retail district. (Clarendon, VA)



challenges. Clark Kerr, former President of the University of California, once defined a university as “A series of individual faculty entrepreneurs held together by a common grievance over parking.” Creating a multi-modal network that reduces auto-dependency helps to solve many of the problems of institutional growth.

### **Mitigated Parking Impacts**

Parking garages and parking lots can have a negative impact on the attractiveness and walkability of University Hill. Parking represents “dead space” in the city, because it does not generate activity. Often, parking garages and parking lots create a hostile walking environment that decreases pedestrian activity. The Land Use Concept must mitigate the impacts of the necessary parking supply through wrapping garages with active uses, installing retail on the ground floor of garages, improving the safety at entrances and exits to parking, and designing parking so that it fits into the general milieu and character of a pedestrian-oriented district.

### **Coordinated planning and management**

Land use and development to the present have been based on individual institutional goals rather than a shared master plan. To create a truly great urban design that will add value to all landholders, it is suggested that the problem be approached collectively, viewing land as something that can be traded in order to meet common goals.

## **VI. Urban Design Concepts**

The urban design concepts are the proposed changes and relationships that form the structure for a new Land Use Concept. These concepts include transportation changes as well as specific design proposals that create a physical framework that the individual uses can plug into.

### **Gateway streets**

Gateway streets are the primary access routes into University Hill. They must signify the entrance to the Hill, present an attractive environment, and provide for multiple transportation modes. Adams Street, Harrison Street, and University Avenue are major gateway streets that should be designed with attractive landscape, high quality sidewalks, and appropriate gateway buildings.

### **New two-way streets**

Two-way streets help to create a more intuitive and less circuitous street system. They provide better access to businesses that face the streets and can help to distribute traffic away from bottlenecks.

### **New street connections**

Extending the street grid and creating missing street connections will help to improve circulation on University Hill.



## Boulevard

Proposal for building  
a new boulevard in  
Portsmouth, VA



## Streetcars

The Portland Streetcar is an example of how  
a streetcar system can form the spine of new  
neighborhood development. The streetcar  
line passes through the campus of Portland  
State University and even through the  
Portland College of Urban Affairs building,  
the plaza of which was designed with the  
streetcar as a centerpiece.





### **I-81 replaced with a boulevard**

A boulevard is a special kind of street designed to move large volumes of traffic expeditiously while also providing for high-quality urban frontage. Replacing I-81 with a boulevard will improve connections to University Hill and may help to reduce bottlenecks by distributing traffic over more routes. If I-81 stays in place, then Almond Street, which runs under the viaduct, must be redesigned to be more pedestrian friendly and provide for a better gateway to University Hill.

### **Pedestrian passages**

Pedestrian passages are mid-block pedestrian routes that provide convenient and attractive routes through University Hill. These passages can also help to ensure that a well-connected retail area is created so that the retail district functions as an aggregate area rather than as separate sub-areas.

### **University Avenue pedestrian promenade**

The University Avenue pedestrian promenade is a concept for a wide, ceremonial promenade that leads to Syracuse University. This wide sidewalk will create a grand street that is in keeping with the institutional nature of University Hill and will serve as a great urban space. It also provides a strong pedestrian axis leading to the University from proposed housing development.

### **Transit prioritization route**

A transit prioritization route provides signal and intersection priority for transit, reserved right of way, and attractive transit stations with user amenities on a well-defined and marked corridor. Such a route creates a fast, visually identifiable transit spine for University Hill. Instead of diverse transit routes running on different streets, transit routes can be combined into a spine that has unimpeded flow, attractive stops, and a recognizable route.

### **Streetcars**

Modern streetcars can be a catalyst for building great places. Streetcars (distinct from light rail transit) are being brought back in numerous cities, such as Portland, Seattle, Little Rock, Kenosha, Philadelphia, San Francisco, and many others (see facing page for images from Portland, Oregon). Streetcars are both a transit strategy and a real estate strategy. For transit, they provide a superior user experience that attracts more riders than an equal supply of bus transit. On the real estate side, they represent a permanent investment that developers can rely on when making investment and design decisions. Streetcars can form an urban infill development spine that connects major districts together so that pedestrians can access the important places in the City. For example, the streetcar can serve to provide a tangible connection between University Hill and downtown which development can plug into.

## Bicycle boulevard

Bogota, Columbia



## Service alley

University of Pennsylvania,  
Philadelphia, PA





### **Public plaza/winter ice rink**

A plaza in Boulder, CO serves as an ice rink in the winter, similar to the rink in downtown Syracuse.

### **Transit hub**

The proposed Adams St. transit hub provides a stop that serves the hospitals and new development. The hub can include a passenger waiting area with amenities. Pedestrian connections to surrounding areas must be strong.

### **Bicycle boulevards**

Bicycle boulevards are streets with a dedicated, separated bicycle way. One prominent mayor suggests that bikeways must be designed so that any eight-year-old can use them. Bicycle boulevards will provide high quality connections for bicyclists to travel to, from, and around University Hill.

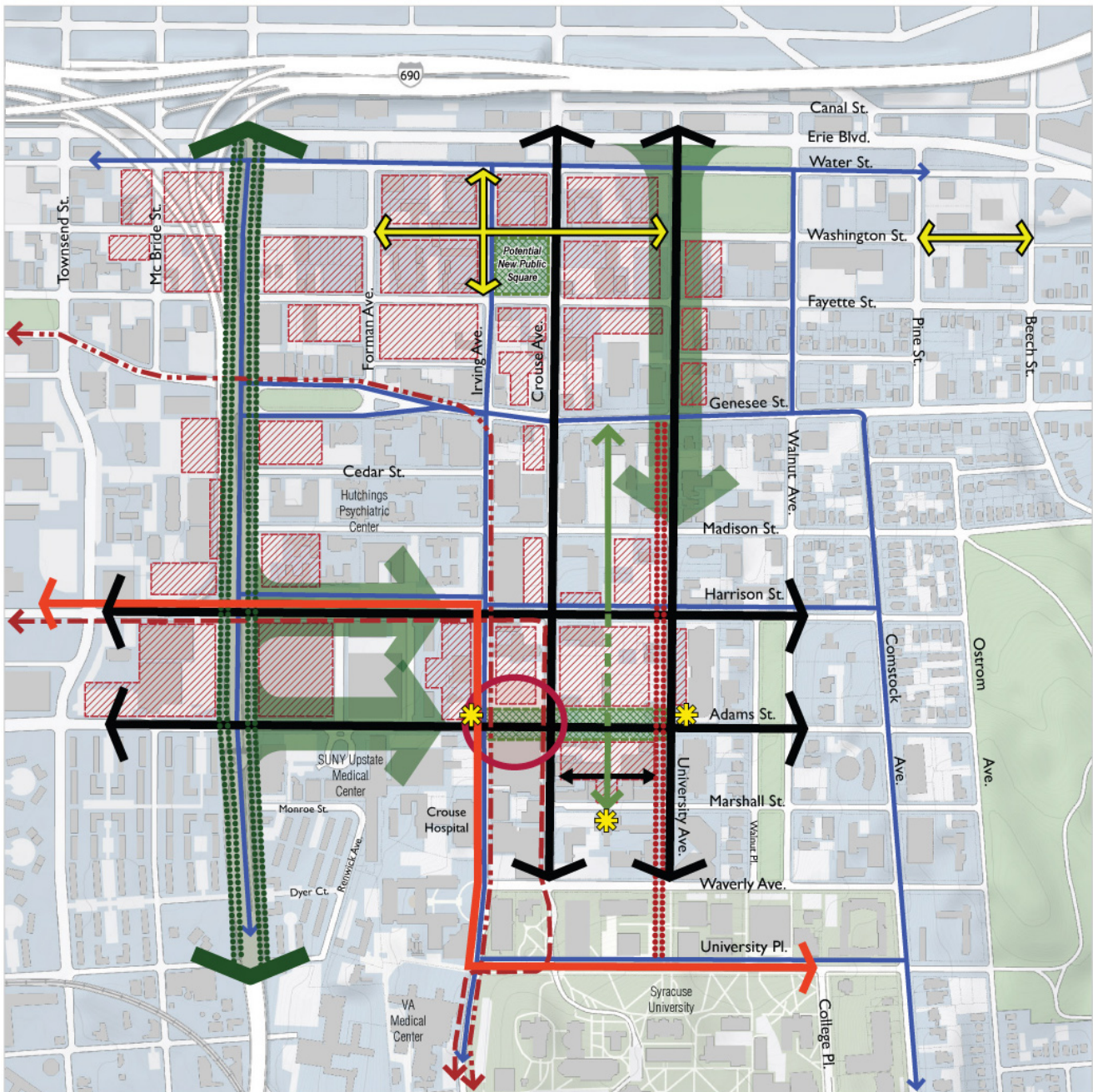
### **Service alley**

The Land Use Concept includes a service alley between Marshall and Adams Streets. This provides a loading place for buildings that is off-street. The service alley should be designed as an attractive pedestrian route—not a traditional urban alley.

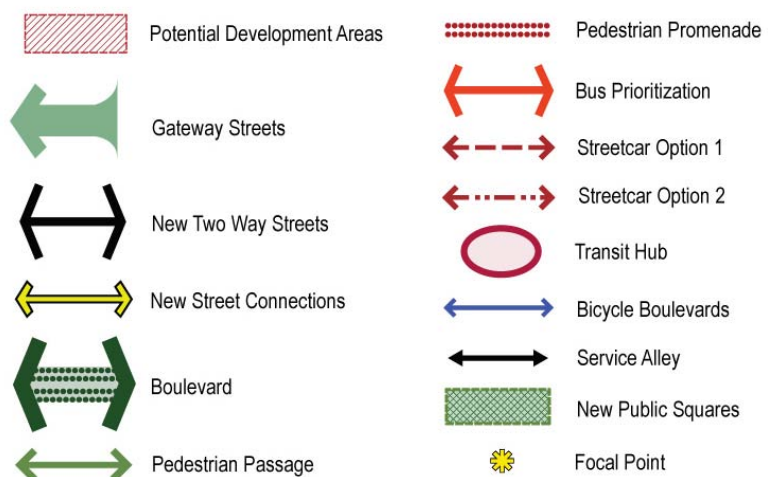
### **Public squares, plazas, and courtyards**

Public squares, plazas, and courtyards create outdoor rooms that are places to meet and amenities for development. Each defined open space is an opportunity for a special landscape design that creates a distinctive place. The concept plan creates a central square by widening Adams Street to 150 feet in width and creating a center plaza. This plaza can be a place for seasonal events (e.g. farmers' markets, ice rinks, art fairs, ice sculptures, snow palaces, pep rallies, etc.), as well as a place-making element for an expanded retail district.





Urban design diagram of University Square concept







## Architectural focal point

Campus bookstore, University of Pennsylvania, Philadelphia, PA

### Architectural focal points

Architectural focal points are places where buildings create a distinctive urban design relationship. The plan proposes that towers at each end of the Adams Street plaza serve as the visual termini of the plaza and important landmarks for University Hill. Huntington Hall serves to terminate the visual axis created by a new retail pedestrian passage through the block.





Sketch of possible University Square development concept





## VII. The Land Use and Urban Design Framework Plan

The Land Use Concept is made up of individual land uses that are organized within the urban design framework plan to create a strong sense of place and logical circulation system.

The Land Use Concept allows for 2.4 million square feet of development plus associated parking, categorized as follows:

<b>Retail</b>	280,950 sq. ft.
<b>Cinema</b>	45,000 sq. ft.
<b>Medical</b>	400,000 sq. ft.
<b>Daycare</b>	7,000 sq. ft.
<b>Housing</b>	970 units (1.2 million sq. ft.)
<b>Office</b>	55,000 sq. ft.
<b>Academic</b>	384,000 sq. ft.
<b>Parking</b>	3,825 spaces

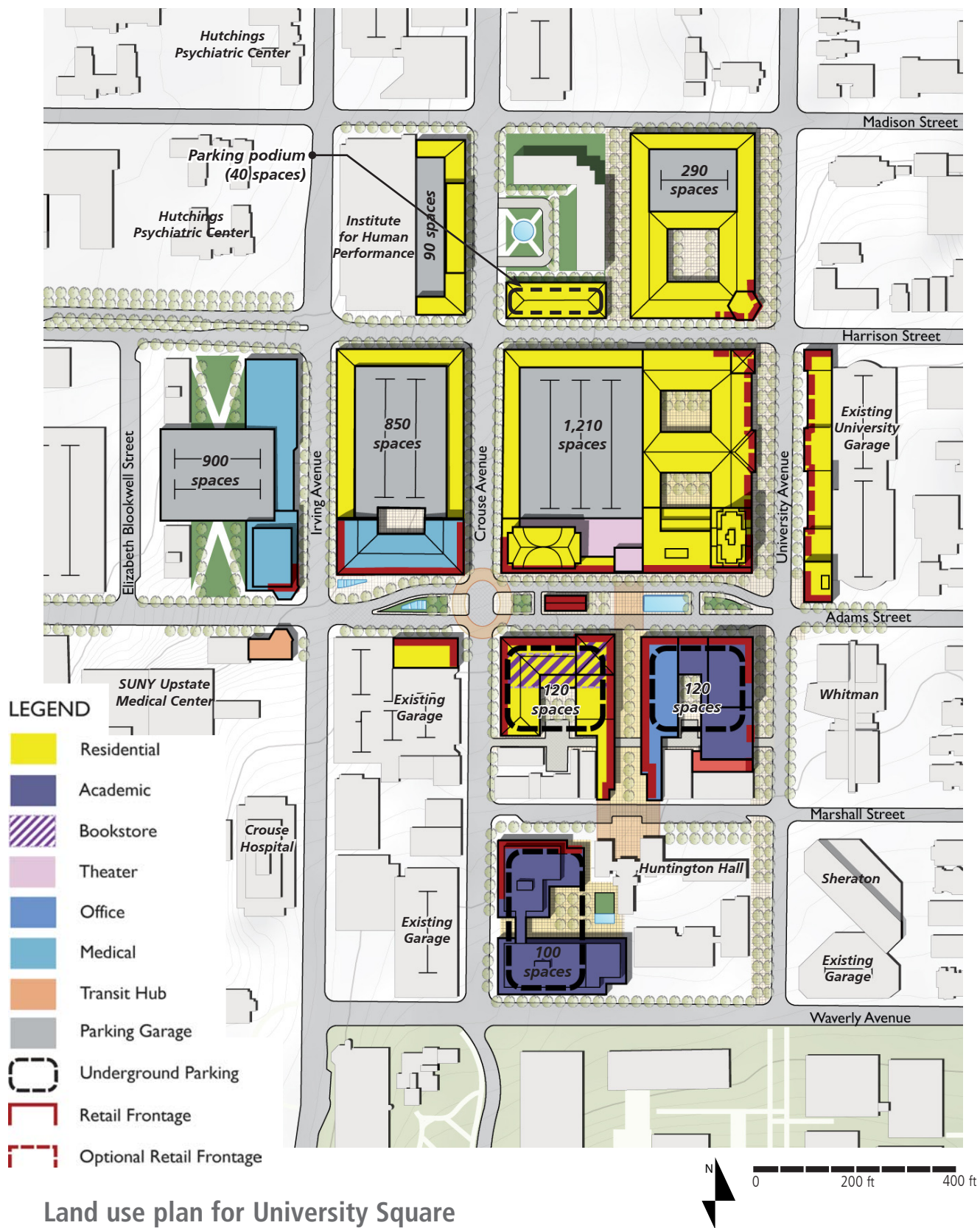
The concept plan is organized around key elements:

### The central square

The central square on Adams Street serves as a new primary public space for University Hill. The square ties all the different land uses together so they are connected as one place. Retail, housing, and institutional uses all draw strength from this vibrant open space that can be used year-round. A pedestrian passage or gallery connects the square to Marshall Street so that the two spaces can operate in tandem.

### Retail

Retail is one of the primary tools for creating walkable streets. Window displays and sidewalk cafes make walking more enjoyable. In addition, retail is an amenity for employees, students, and residents. The concept plan creates new retail frontages on the central square, Marshall Street, the pedestrian passage, and along University Avenue at selected locations. Smaller corner stores would be appropriate in virtually any location on University Hill. The Land Use Concept proposes approximately 281,000 sf of total retail (including the new campus bookstore). The Land Use Concept proposes to replace approximately 90,000 square feet of existing retail, for a net gain of 211,000 square feet.



Land use plan for University Square

### **The campus bookstore**

Following a model established at similar universities, a new campus bookstore serves as a retail anchor and a community gathering point. With a size of over 50,000 square feet, the store occupies three floors of a new mixed-use building. However, it does not occupy the entire street frontage. The store is pulled back away from the street to allow for smaller stores to line the outside of the building to create more retail variety. Similar bookstores have been constructed at many college campuses.

### **The cinema**

Movie theaters help to support retail, restaurants, bookstores, and night life. A new multi-screen theater provides another retail anchor and amenity for University Hill. The Land Use Concept proposes a theater with eight to ten screens and approximately 1,400 seats. The theater can share parking with other uses, since many patrons arrive after work or on weekends, when office employees have left. The cinema requires approximately 45,000 square feet of space. The theater employs a special design to minimize its impact on the district. The lobby faces the street, but the bulk of the theaters backs up to the parking garage and is located on the second and fourth floors of a mixed-use structure. In this way, the ground floor is reserved for more productive retail space and the theater spaces can be wrapped with apartments.

### **Academic space**

Two major new academic buildings are accommodated within the Land Use Concept. These new buildings provide more than 380,000 square feet of academic space, replacing approximately 50,000 square feet in the existing buildings (Hoople and University College) on the site. In addition to academic space, the new buildings have 42,000 square feet of retail space and 220 underground parking spaces.

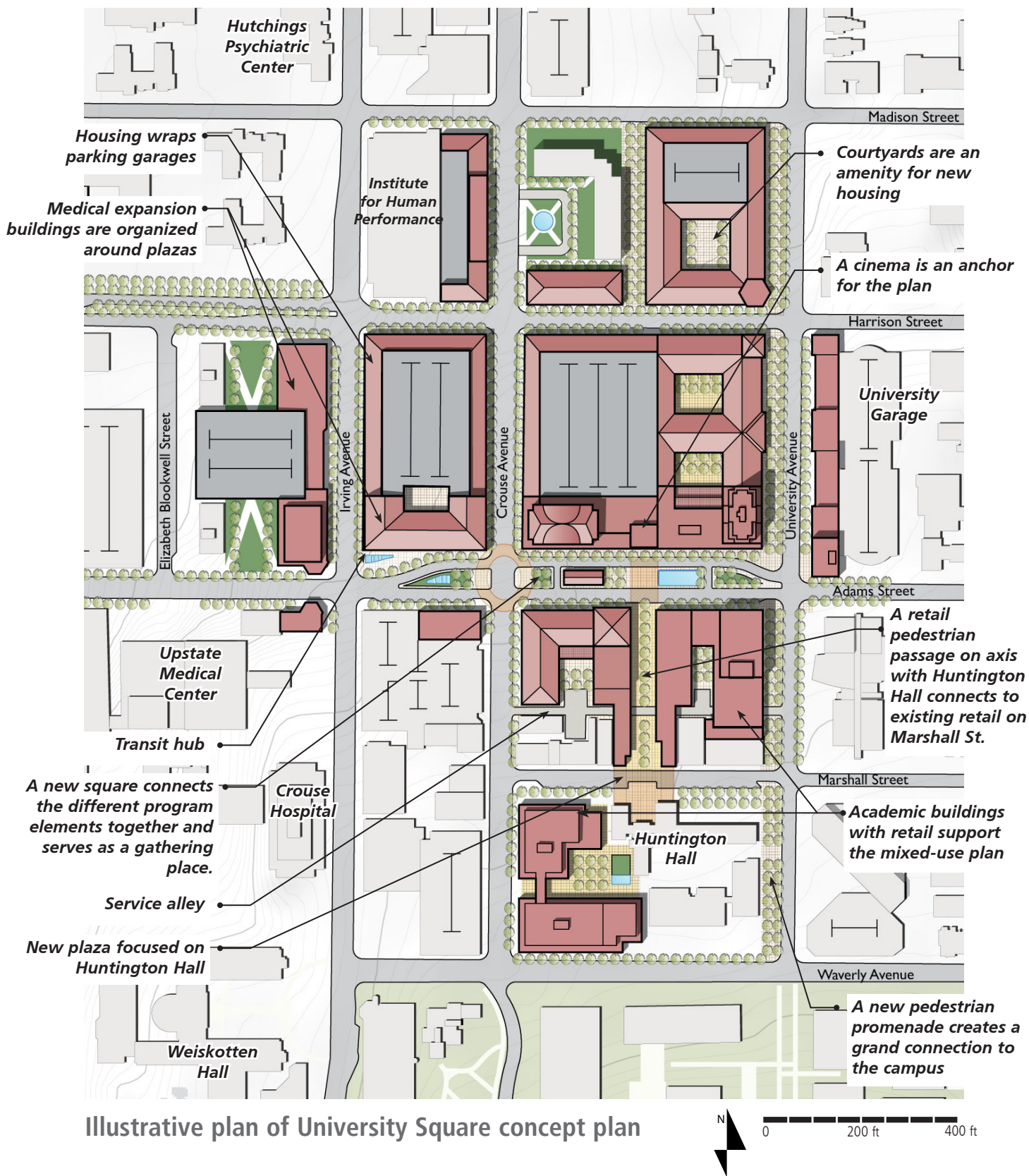
### **Medical space**

The Land Use Concept shows two new medical-related buildings in the heart of University Hill, containing 400,000 square feet of medical space, 20,000 square feet of retail, and a new daycare center. The new medical space gains value from being located on active streets that have amenities for patients, family, and staff.

### **Office space**

The Land Use Concept shows a nominal amount of general office space (55,000 square feet). A need for this land use category was not emphasized by the institutions during the interviews with the institutions. However, more office space and less residential could be provided by reducing the residential or medical program or by increasing the density of the Land Use Concept.





**Illustrative plan of University Square concept plan**

## **Housing**

Housing is critical to creating a mixed-use University Hill, because it provides local places for employees and students to live, evening activity, a base of customers for retail, and reduces the numbers of commuters who are driving to University Hill. The Land Use Concept provides for approximately 970 housing units at an average size of approximately 1,100 square feet within each unit (as well as additional space for corridors and services). The housing is built within three types of structures: buildings which wrap garages, low-rise courtyard residential buildings, and mixed-use towers with ground floor retail. These building types can employ different construction types and be targeted at different market segments. High-rise apartments provide sweeping views and a high level of amenity. Courtyard apartments offer intimate spaces and a connection to street life. The residential that wraps the garages can be designed as townhouses or as flats. These buildings can create a pleasing streetscape of individual stoops, porches, and entrances.

## **Artists' Studios and Galleries**

Ground level space not desired for retail can be used as artist studio space. Any retail space can be left in a mostly "raw" state (that is to say, with very little tenant fit-out), and function very well as an artist co-op. For example, a pottery co-op requires only working space and machines, storage space, bathrooms, a kiln, and a minimal office. Creating low-cost studio space that is open to artists can help to support a gallery district that becomes an area attraction, while providing an interesting environment at sidewalk level. Since many artists work in the evenings, this will also provide evening sidewalk activity.

## **Parking**

Parking is provided in several large parking garages, three small underground garages, and a small-scale dedicated-use residential garage. Parking is generally assumed to be shared among the different components of the project because this results in great efficiencies. The Land Use Concept provides for approximately 3,810 parking spaces.

Because the Land Use Concept places buildings on some existing hospital parking lots and, in once case, residential surface parking, those spaces are replaced within the project.

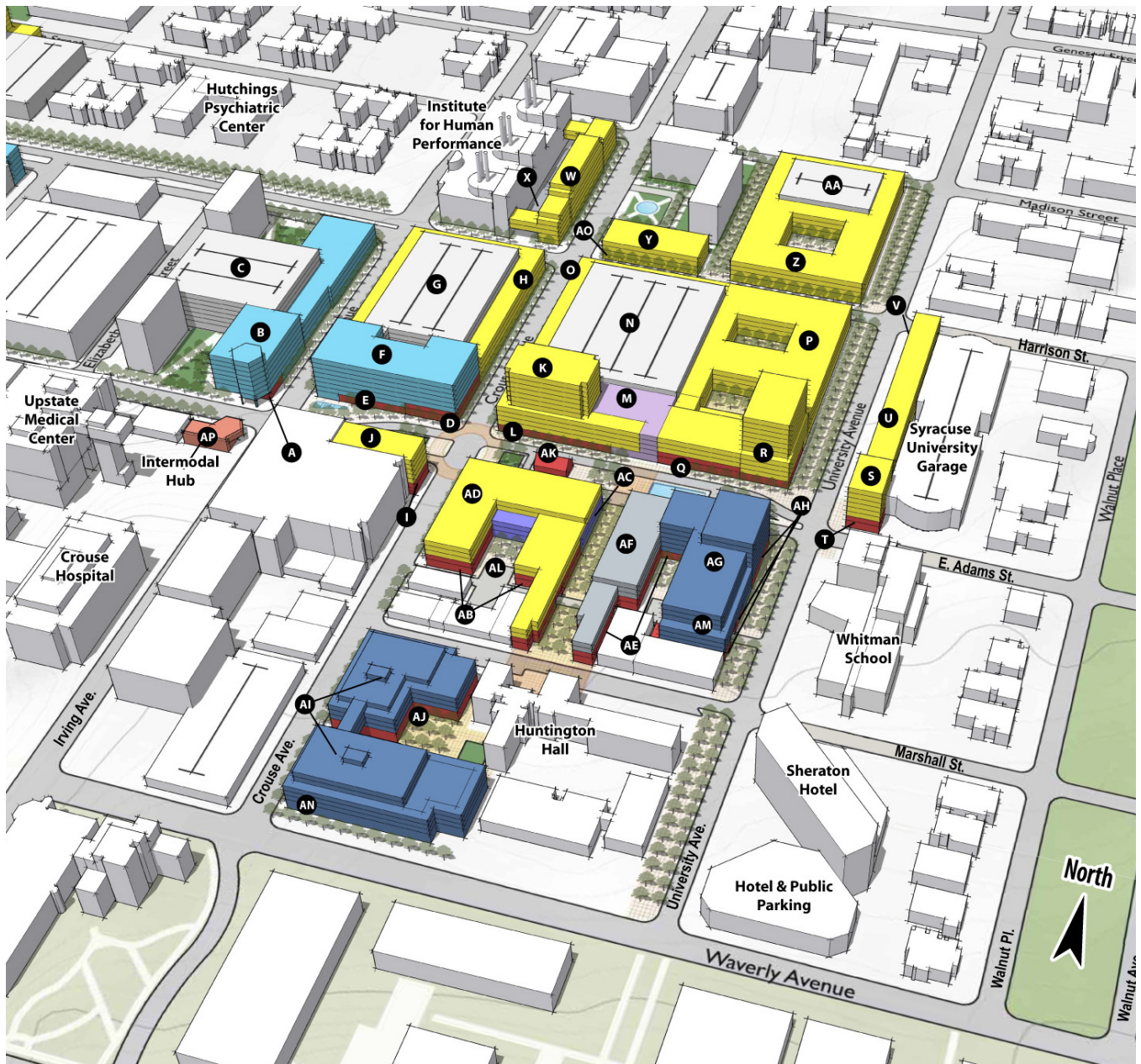
The overall parking demand was calculated using the Urban Land Institute's Shared Parking Model with inputs and estimates from WRT. This model calculates demand on an hourly and monthly basis for different types of uses to find when parking supply may be shared, since peak periods of use do not always overlap. In addition, the model allows for variables to estimate the number of shared project users who do not require a separate parking space. For example, medical staff who eat lunch within the project do not require parking because they are already on-site. Finally, the model allows for assigning some trips to alternative travel modes. The result is that the model predicts a need for approximately 3,100 parking spaces to serve the new program of the development. To this estimate is added the replacement Crouse parking (575 spaces) and replacement apartment parking (55 spaces), for a total demand of 3,730 spaces.

## Development program table

<b>A</b>	Retail	5,000 sf	Retail in medical expansion building
<b>B</b>	Medical	230,000 sf	Medical expansion building
<b>C</b>	Parking	900 spaces	Medical expansion garage (eight levels)
<b>D</b>	Retail	15,000 sf	Retail in medical office building
<b>E</b>	Daycare	7,000 sf	Daycare in medical office building
<b>F</b>	Medical	170,000 sf	Medical Office Building
<b>G</b>	Parking	850 spaces	Garage (six levels) — 575 spaces reserved for Crouse Hospital
<b>H</b>	Housing	90 units	Townhouse flats wrapping garage
<b>I</b>	Retail	14,000 sf	Retail in small mixed use building
<b>J</b>	Housing	30 units	Housing in mixed use building
<b>K</b>	Housing	90 units	Residential in mixed use building
<b>L</b>	Retail	16,400 sf	Retail in mixed use building
<b>M</b>	Cinema	46,000 sf	Cinema (1,400 seats) — lobby on ground floor, theaters on floors two and four
<b>N</b>	Parking	1,210 spaces	Garage (six levels) — some spaces reserved for Crouse Hospital
<b>O</b>	Housing	60 units	Townhouse flats wrapping garage
<b>P</b>	Housing	160 units	Courtyard residential building
<b>Q</b>	Housing	110 units	Residential in mixed use building
<b>R</b>	Retail	38,000 sf	Retail in mixed use building
<b>S</b>	Housing	11 units	Residential tower
<b>T</b>	Retail	6,200 sf	Retail in residential tower (two stories)
<b>U</b>	Housing	62 units	Housing wrap of SU Garage
<b>V</b>	Retail	7,200 sf	Retail in wrap of SU Garage
<b>W</b>	Housing	81 units	Residential wrapping the back side of the Institute for Human Performance
<b>X</b>	Parking	90 spaces	Parking for residential at IHP
<b>Y</b>	Housing	40 units	Residential building next to existing apartments
<b>Z</b>	Housing	170 units	Courtyard residential building
<b>AA</b>	Parking	290 spaces	Garage for residential (five levels)
<b>AB</b>	Retail	42,800 sf	Retail in mixed use building
<b>AC</b>	Retail	57,000 sf	Campus Bookstore on three floors
<b>AD</b>	Housing	65 units	Residential in mixed use building
<b>AE</b>	Retail	35,700 sf	Retail in mixed use building
<b>AF</b>	Office	55,000 sf	Office (three floors)
<b>AG</b>	Academic	174,000 sf	Academic space
<b>AH</b>	Retail	21,350 sf	Retail in academic building
<b>AI</b>	Academic	210,000 sf	Academic space
<b>AJ</b>	Retail	20,650 sf	Retail in academic building
<b>AK</b>	Retail	1,650 sf	Café
<b>AL</b>	Parking	120 spaces	Underground parking (one level) under building A, B, and C
<b>AM</b>	Parking	120 spaces	Underground parking (one level) under building E, F, G, and H
<b>AN</b>	Parking	100 spaces	Underground parking (one level) under building AI and AJ
<b>AO</b>	Parking	40 spaces	Parking podium under building Y
<b>AP</b>	Transit	3,200 sf	Intermodal Center
<b>AQ*</b>	Parking	105 spaces	Street Parking

\* Not shown on the drawing





Legend

Medical Offices or Facilities
Academic Building
Campus Bookstore
Multi-screen Cinema
Retail or Restaurant
Transit Facility
Residential

Model of the development concept

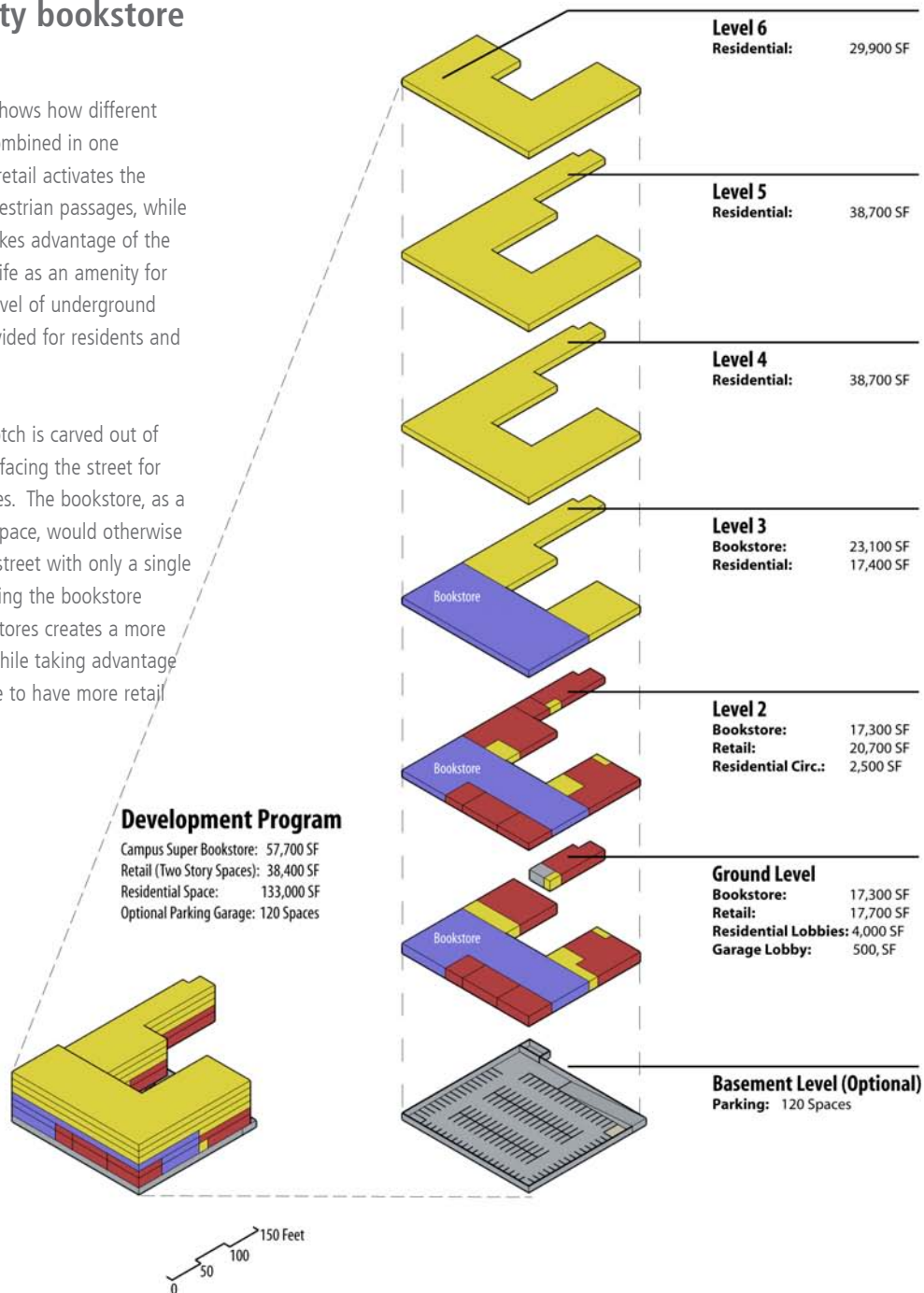
### Parking supply table

C	Medical Expansion Garage	900 spaces
G	New Crouse Public Garage	850 spaces
N	New Public Garage	1,210 spaces
X	IHP Parking Lot	90 spaces
AA	New Residential Garage	290 spaces
AL	Underground Garage	120 spaces
AM	Underground Garage	120 spaces
AN	Underground Garage	100 spaces
AO	Residential Parking Podium	40 spaces
AQ	Street Parking	105 spaces
<b>Total Parking</b>		<b>3,825 spaces</b>

## Exploded axonometric of the University bookstore building

This diagram shows how different uses can be combined in one building. The retail activates the street and pedestrian passages, while the housing takes advantage of the vibrant street life as an amenity for residents. A level of underground parking is provided for residents and visitors.

Note that a notch is carved out of the bookstore facing the street for other retail uses. The bookstore, as a large interior space, would otherwise dominate the street with only a single entrance. Setting the bookstore behind other stores creates a more active street while taking advantage of the frontage to have more retail tenants.

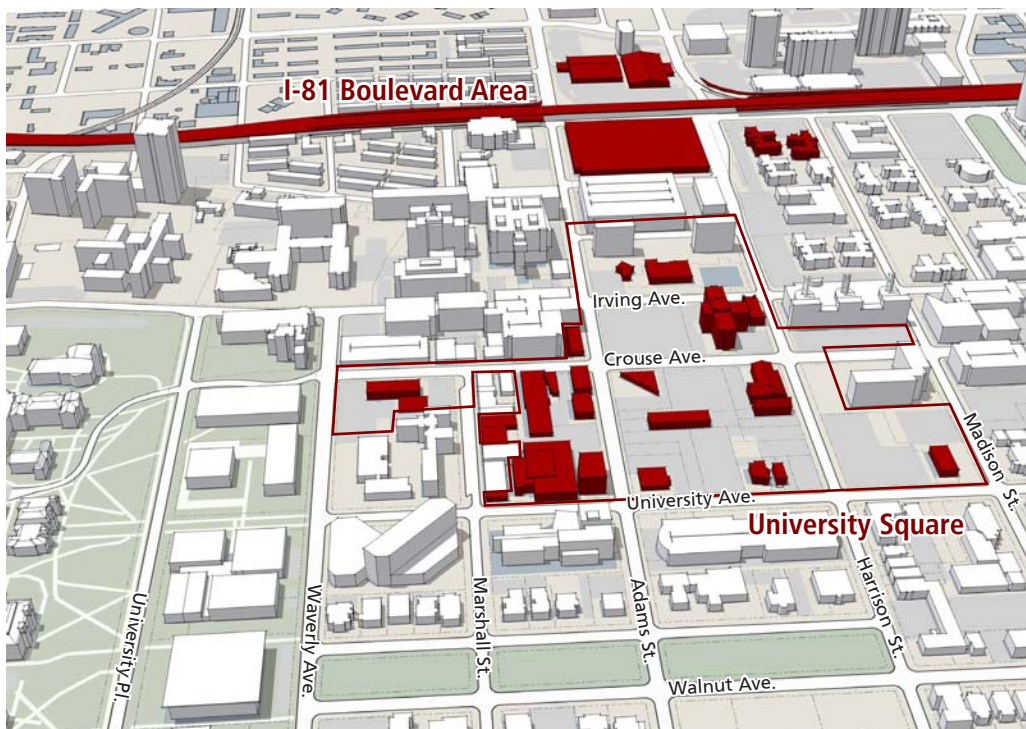






## Model of the Land Use Concept

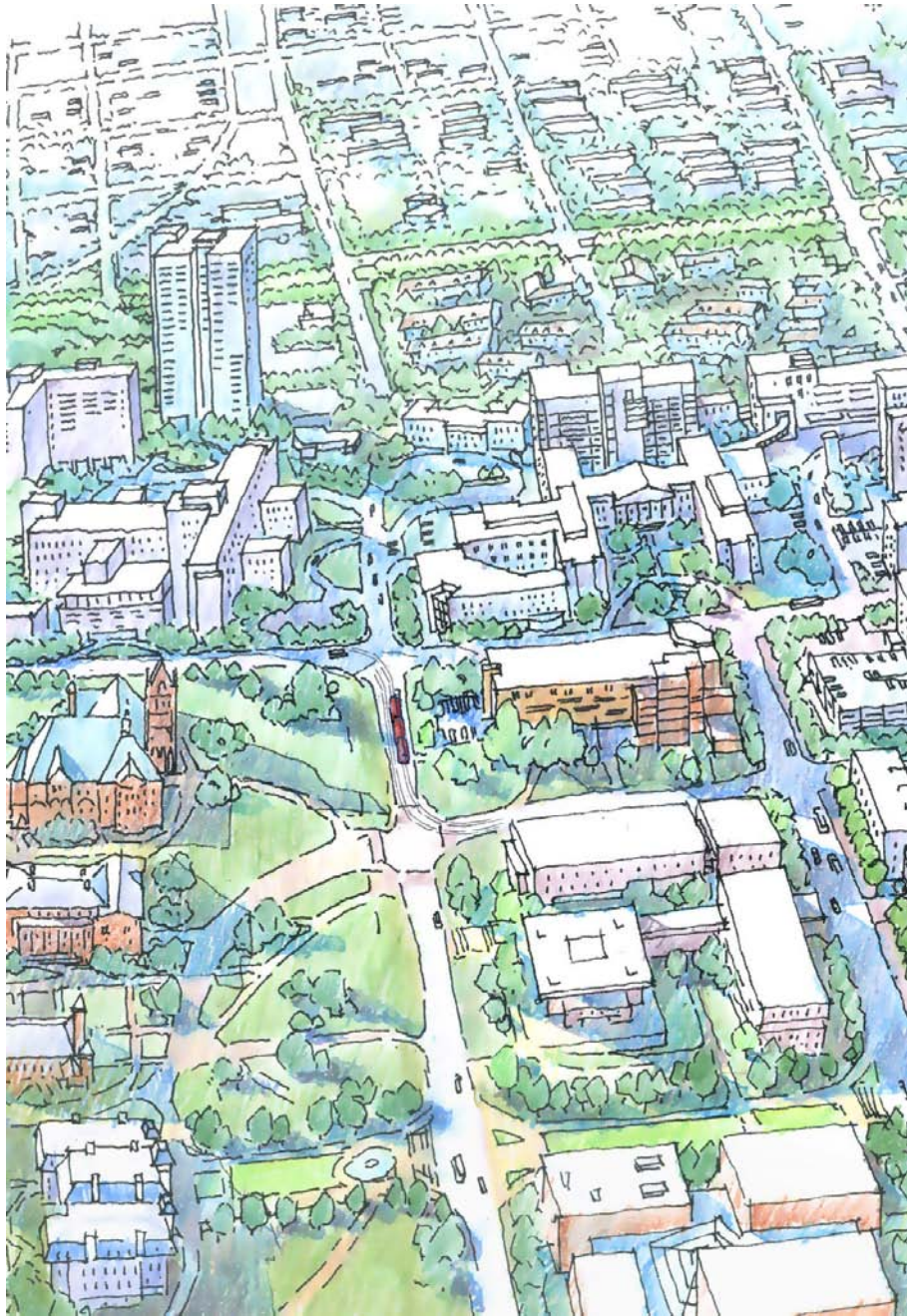
This model shows the Land Use Concept for University Hill. Adam and Harrison Streets become green multi-modal boulevards. A new square on Adams Street creates a focus for development and an amenity for University Hill users. Institutional buildings, entertainment, housing, retail, and parking are combined in an urban scheme that creates walkable and attractive streets.



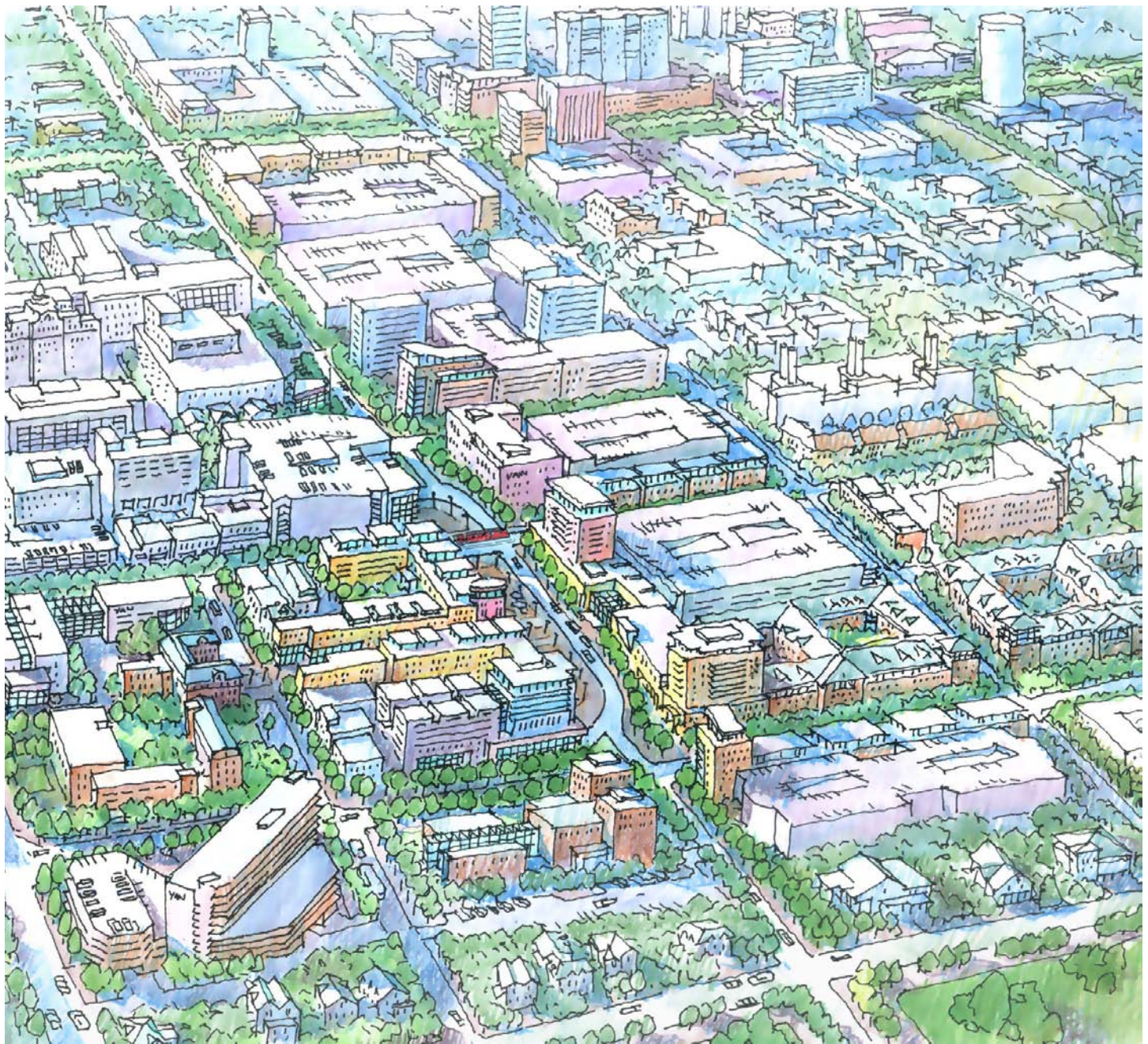
## Structures demolished in the Land Use Concept

This model shows the structures that would be removed and redeveloped in the Land Use Concept. In the foreground is the proposed University Square area. In the background is the area along the I-81 viaduct. Many of the parcels and buildings in the study area are owned by the institutions or government agencies.









## Sketch view of the Land Use Concept

The Land Use Concept provides new public squares and pedestrian walks that create a sense of place, serving as an amenity for development. A new pedestrian promenade (approximately 40 feet wide), along the west side of University Avenue, creates a symbolic approach to the Syracuse University campus and offers a place for cafe seating as well as a bike path. New parking garages are wrapped by residential or institutional uses, which mitigate the impacts of parking on the urban environment. Academic buildings plug into the urban context by offering ground floor retail facing the street.



## Sansom Commons

is a mixed-use development with retail, hotel, and campus bookstore at the University of Pennsylvania, in Philadelphia. The wide setback from the street provides a square for outdoor dining and socializing. People eat outside even in colder months in order to be part of the vibrant street scene. The architecture creates the sense that the space is monitored and active. Retail spaces are two-stories. A hotel overlooks the street.





## VIII. Establishing the Character of a Mixed-Use District

Mixed-use is an important strategy for creating walkable districts that are both efficient and vibrant. Mixing different land uses together creates the opportunity for contact and interaction (sometimes called co-presence) of individuals who would not otherwise be in proximity. In economic terms, it means that a variety of mutually supporting activities are accessible. In social terms, it means that there is an opportunity for people-watching and socializing in a shared environment. This pays dividends in terms of employee satisfaction and attractiveness to talent.

While the development program provides the basic ingredients for development, the sense of place is created partly through the execution of the architecture. Each building in the development ensemble has a part to play in defining spaces that are active. Building façades form the walls of an outdoor room. In order to encourage pedestrian activity and a sense of place, the buildings must be designed to provide a sense of “eyes on the street.” There must be a sense of psychological connection between pedestrians and the people they imagine to be watching from nearby windows. This feeling of surveillance—of space being monitored—contributes greatly to a sense of safety and well-being of pedestrians. Designing buildings with numerous entryways, stoops, porches, and courtyard breezeways will enable many people to enter and exit the sidewalk, and provide visual interest and a lively to-and-fro activity.

It is not necessary for any one building to rise to the level of architectural greatness or notoriety in order to achieve a great street. It is far more important that buildings create enjoyable places to meet friends and have lunch or see a movie than it is for them to impress the architectural elite. In the end, a dynamic sidewalk life is an important factor that will entice people to choose University Hill as a place to work, study, live, or just visit. One way to help ensure that new buildings provide a pedestrian-oriented character is through design guidelines. Such guidelines are a help to architects in creating buildings that meet the goals for the overall district.

On the following pages are illustrations of the components of mixed-use and the way that a space can be shared by different types of users.



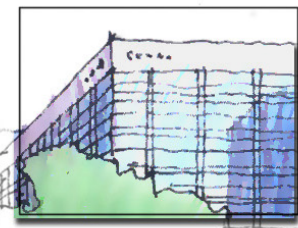
***Housing, offices,  
and academic  
space above retail  
creates daily  
activity and a base  
for retail.***

***Retail activates  
the street.***

***A campus  
bookstore is  
an anchor.***



***Housing provides evening activity.***



***Medical offices  
generate customers.***



***Movie theaters and  
entertainment support a  
retail district and evening  
activity.***



***Eating in a shared space allows  
for people watching.***

## **The elements of mixed-use**





*Nurses stop to chat  
between shifts*

*Students visit the new  
campus bookstore*

*Professors discuss a  
recent lecture*



**A pep rally in the square  
this weekend will draw  
big crowds before and  
after the game**

**Medical staff can shop  
over their lunch break**

**Graduate students work on  
an assignment over coffee**

**Mixed-use can facilitate the daily activities of life.**





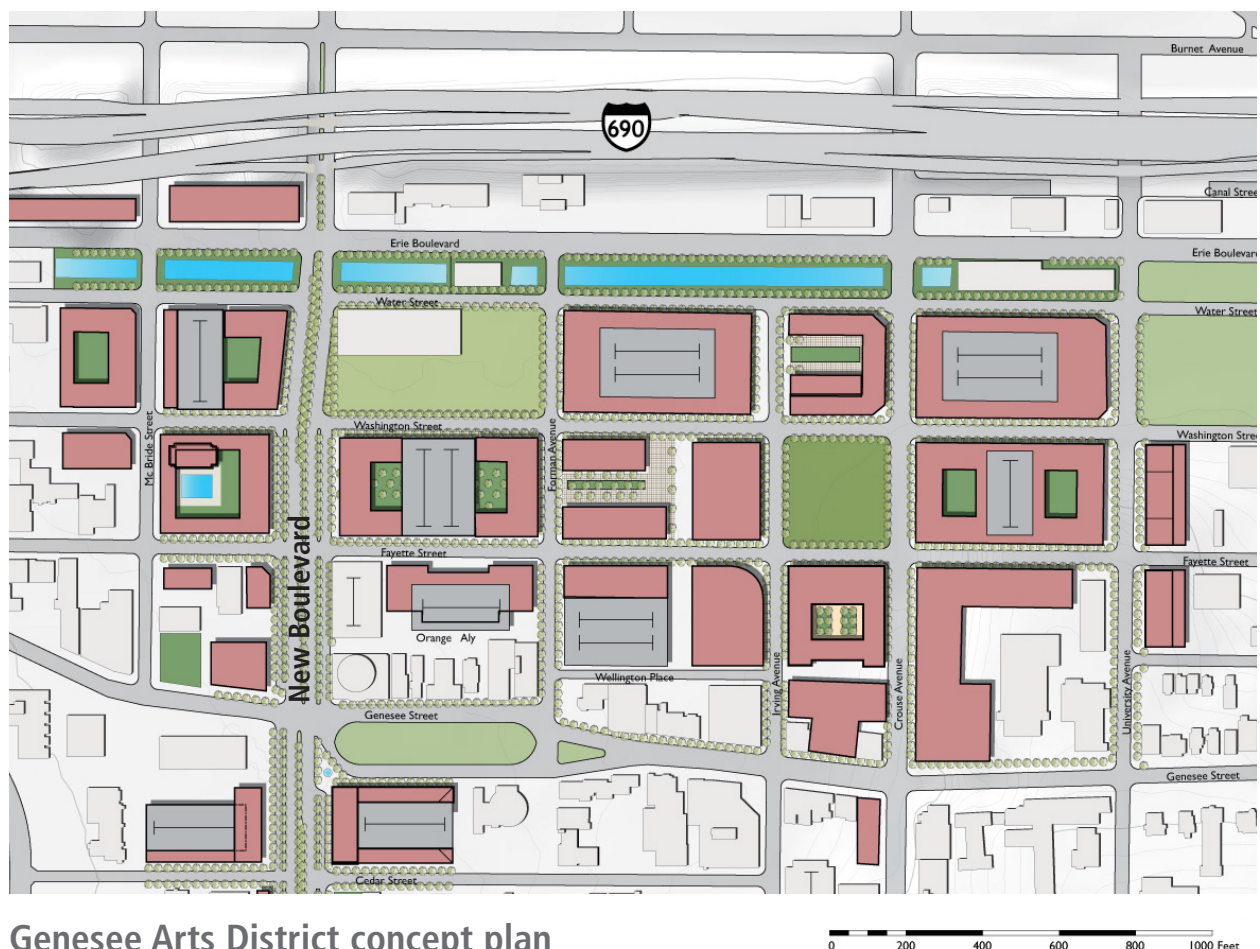


## IX. Other Development Areas

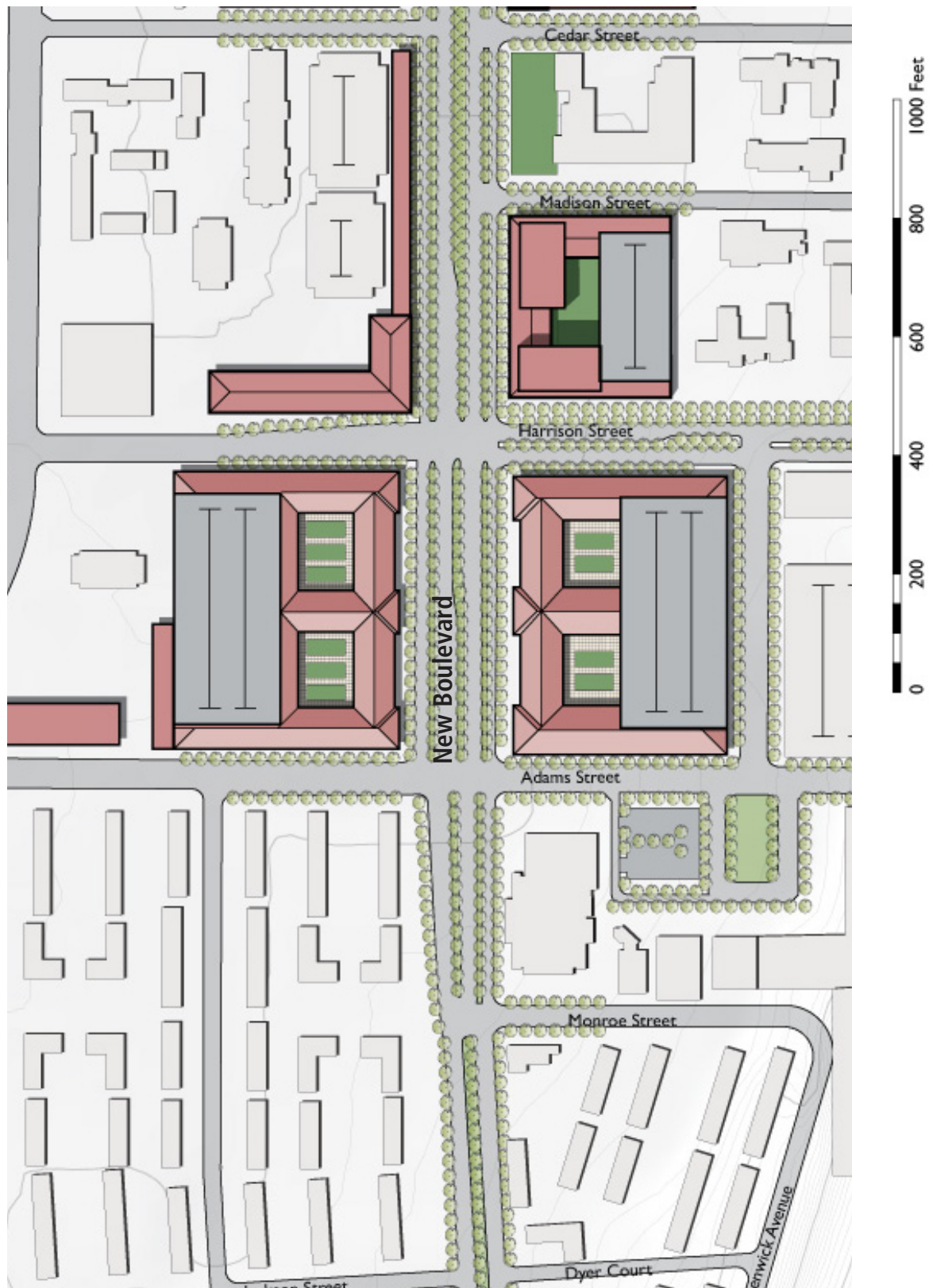
The focus of the Land Use Concept is on the center of the study area. However, development activity at the borders of the study area is also an opportunity to improve the walkability of University Hill. In particular, the redevelopment of the Upstate holdings along I-81 is a major opportunity to create a gateway to University Hill. If I-81 is replaced with a boulevard, the greatest redevelopment potential is unleashed, but even with the existing highway, new buildings can still be designed to create more vibrant sidewalks.

Another important opportunity exists along Genesee Street. The redevelopment of Kennedy Square is an opportunity to create a new urban district. Investments in the arts as well as retail, housing, and office uses should be structured around public open spaces and designed to create a vibrant retail environment on Genesee Street. In particular, it is important to plan new arts uses in such a way that they support retail development and housing.

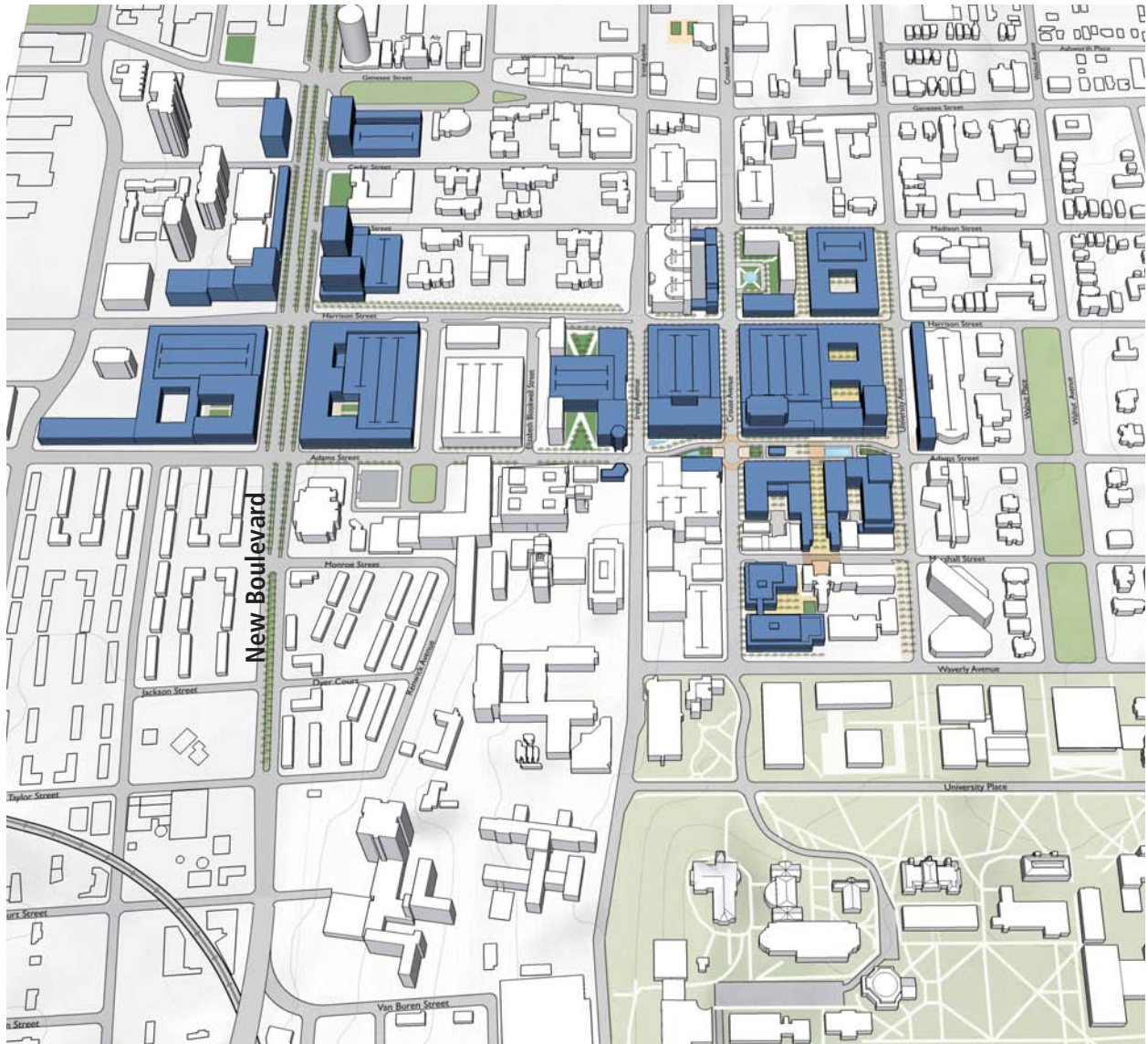
The concept plan shows how new development in these areas could create a more connected street grid and attractive public spaces.



Genesee Arts District concept plan



New gateway boulevard Land Use Concept



## Computer model of the development concept

A new boulevard creates a gateway to the Hill and downtown Syracuse. The boulevard is an attractive setting for new institutional and residential development.





## Sansom Commons

Mixed-use development with retail, hotel, and campus bookstore at the University of Pennsylvania, Philadelphia, PA

### University of Pennsylvania Statistics

Full-time students	19,771
Part-time students	3,933
Total students	23,704
Full-time Undergraduate	10,422
Full-time Graduate/professional	9,349



## X. Case Studies

The alternative Land Use Concept has been successfully implemented in other urban revitalization projects in university districts. We offer two case studies that illustrate the model.

### ***The University of Pennsylvania***

Located one and a half miles west of downtown Philadelphia, the University of Pennsylvania (Penn) is an Ivy League school founded by Benjamin Franklin. The University is affiliated with the adjacent Hospital of the University of Pennsylvania, as well as several other medical facilities throughout Philadelphia. Although the current campus was originally established at a greenfield site, the city quickly surrounded the then small university with a dense city neighborhood. Commencing after World War II, Penn, like many expanding Universities, began an aggressive program of urban renewal on the campus periphery with the goal of creating expansion area and removing buildings that were considered to be outdated and anachronistic. The University tore down many of the surrounding housing and commercial buildings in favor of parking lots that were used as land banks. The University also created “super blocks” by closing city streets to create an enclosed campus feeling.

This program had numerous unintended negative consequences. The urban area around the campus became tattered with vacant lots and parking lots, detracting from the appearance of the University to visitors. Crime increased on the deserted sidewalks. Community relations were severely damaged, as local residents fought the University's expansion programs in order to prevent further demolition. Penn was seen as wanting to wall itself off from its neighborhood as it proceeded to tear down the area around it.

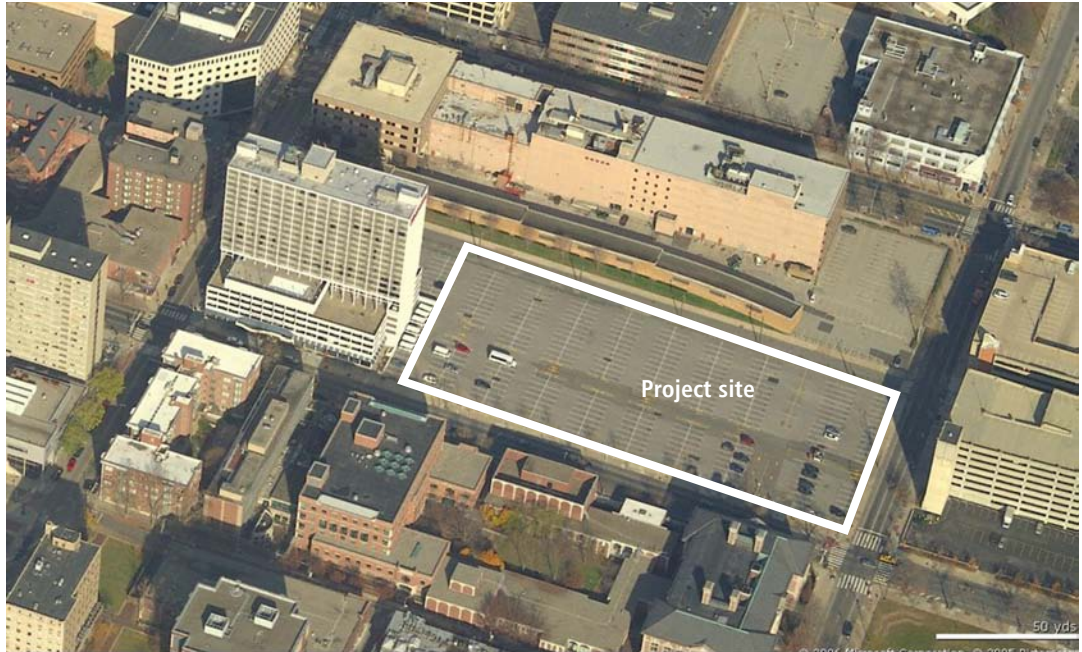
Penn's neighborhood decline reached its nadir in the early 1990s, when several publicized murders brought the campus safety situation into high relief. A new University President, Judith Rodin, who herself grew up near the University, committed to go on the offensive to restore the urban setting of the campus. The overall goal was to create a university district that was as attractive and lively as Penn's rival schools—for example, Harvard University, which benefits greatly from the architectural charm and bustling sidewalks of Cambridge.

To revitalize the campus precincts, the University embarked on an ambitious campaign of real estate development and public space management. Penn has been responsible for construction of a new mixed-use district that includes a new campus bookstore, hotel, retail, entertainment, and housing.



## Retail and Residential Project "Domus"

infill development by the University of Pennsylvania, Philadelphia, PA

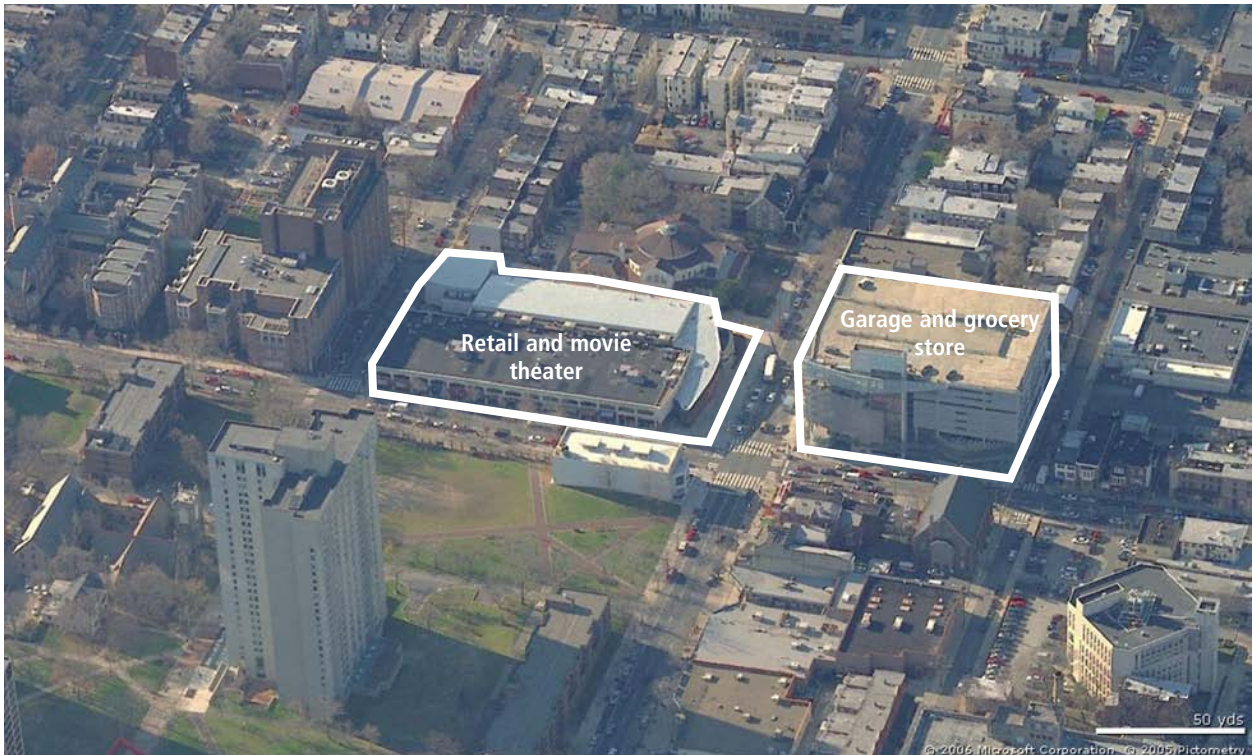






## Penn retail development

The University developed new shops, a grocery store, movie theater, and parking garage to anchor the retail area on the west end of the campus.



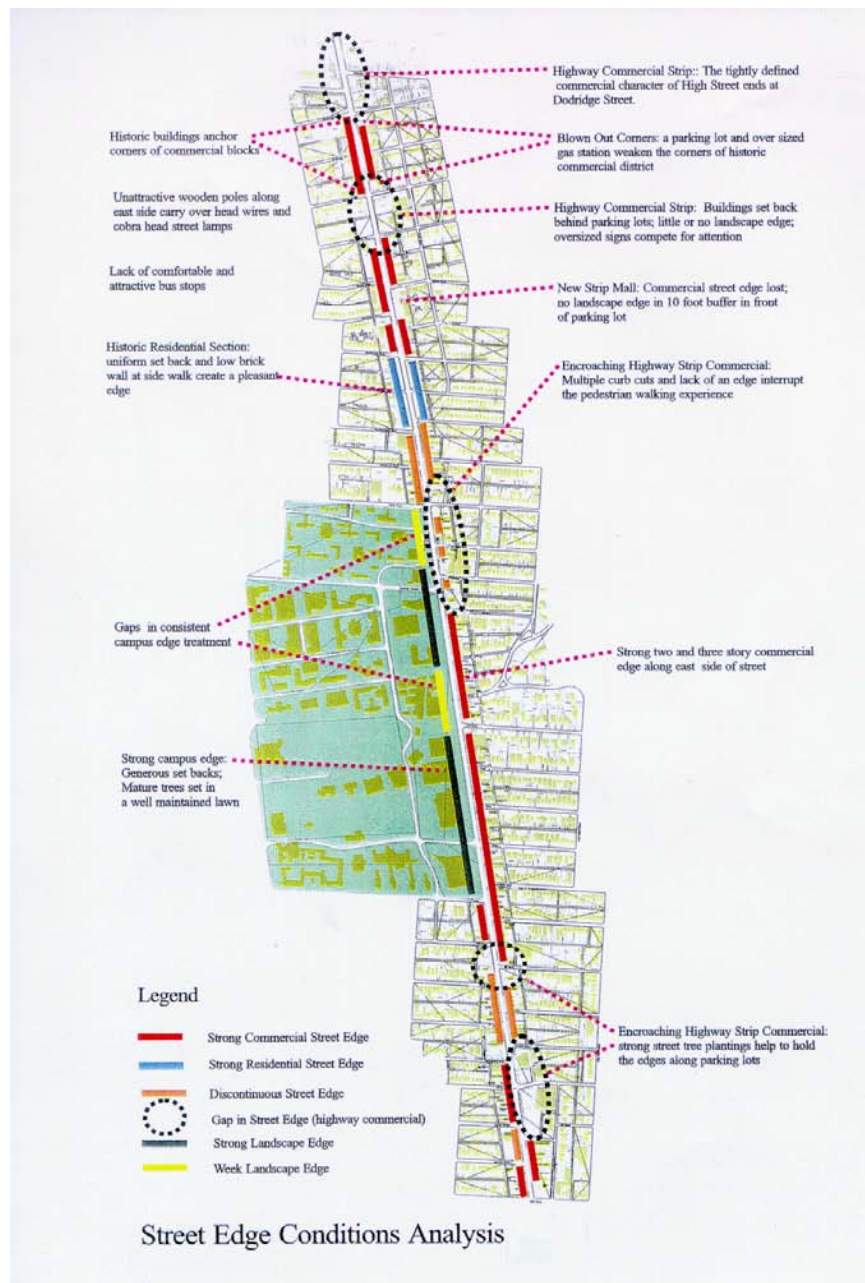
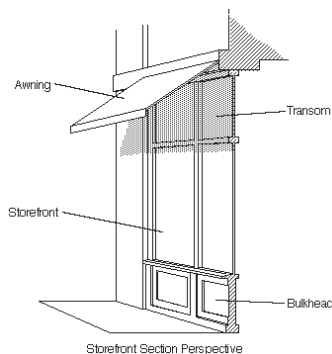
## Dilapidated property near Ohio State University

The gateway area around the campus was in serious decline before the University began mixed-use redevelopment.



## High Street area plan

The University helped sponsor a plan for the surrounding district which created design guidelines and identified development sites.





## ***Ohio State University***

Situated about two miles north of downtown Columbus, Ohio State University (OSU) is a Big Ten conference school. Its 50,000 students study on an attractive and green campus that stretches more than one mile along the Olentangy River. Despite its large area, OSU is still an urban campus. Most visitors reach the University by driving up High Street, which is a major commercial arterial leading out of downtown Columbus. Adjoining this commercial corridor is a neighborhood of pre-war single family homes and small apartment buildings that is home to over 10,000 students.

By the 1990s, High Street had become a problem for the University. Drive-in fast food outlets and gas stations were becoming the primary businesses on the University's doorstep, while the housing in the neighborhood was in such serious decline that once-beautiful but now derelict homes were being torn down by the city. Area crime was beginning to threaten the safety of students and the image of the school. To combat the decline of the neighborhood and create an attractive gateway to the campus, the University created a non-profit corporation, Campus Partners, to institute planning, redevelopment, and district management.

The first step was to create a consensus-backed plan for action. A series of charrettes were convened to create a vision for revitalization. An overall plan for the area was created that contains development guidelines strategies for revitalization. Central to the overall concept was a new development called the South Campus Gateway. This mixed-use project contains:

- 7.4 acres of land
- 7 buildings
- 250,000 sq.ft. of retail (including a multi-screen theater)
- 100,000 sq.ft. of office
- 184 apartments
- A parking garage with 1,200 spaces

The retail in the South Campus Gateway project taps into the \$400 million in buying power of the University district. In addition, it creates new housing options for the neighborhood and an amenity for existing residents. The new parking garage is wrapped in housing to animate the local streets. The garage lobby opens onto a pedestrian accessway flanked with retail that leads to High Street.

Although the project has been slower to fully lease up than the original business plan had estimated, it has paid a financial return on the University's investment. More important, it has stabilized an area of the district that was in serious decline.





## OSU South Campus Gateway photos

Through a subsidiary organization, OSU created a new mixed-use development to anchor the surrounding district. The large central parking garage (1,200 spaces) is masked by housing development that wraps it. A pedestrian promenade leads from the garage to the retail development and movie theaters. A campus bookstore serves as an anchor for the retail development.





To implement the project, the University required City cooperation to assemble land, change street directions, implement on-street parking, and improve utilities. The development drew upon a wide variety of funding sources, including:

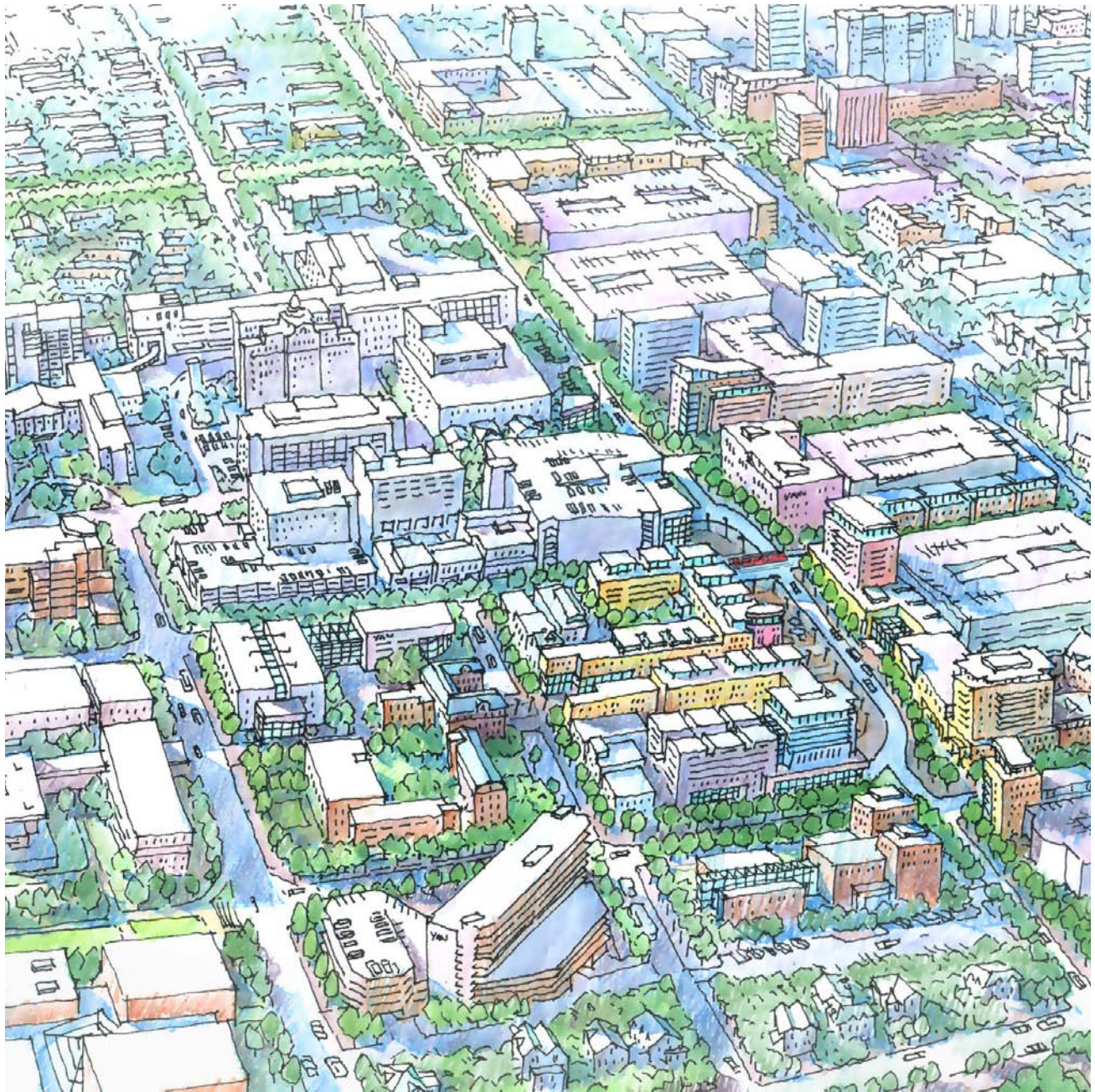
- City of Columbus \$ 7.5 million
- OSU Endowment \$20 million
- State of Ohio \$ 4.5 million
- OSU Bonds \$65 million
- TIF Revenue \$ 3 million
- New Market Tax Credits (leveraged) \$35 million
- New Market Tax Credits \$12 million



### OSU South Campus Gateway aerial photo

The photo shows the garage with housing wrapper, movie theaters, pedestrian access walk, and office over retail.





Aerial sketch of the University Square district

## **XI. Conclusion**

This memo describes a prototypical Land Use Concept that would create a dynamic and exciting place, while simultaneously meeting the institutional program needs identified in interviews with representatives of University Hill institutions. The concept responds to an overall transportation context that is proposed for the Hill, and creates an urban design framework that creates interconnected pedestrian spaces that are great sites for new buildings. The new retail will shore up existing businesses, and housing will provide activity and customers while reducing the number of commuters driving to the Hill. Following such a proposal, we believe that the Hill can become a mixed-use prototype for Syracuse that will hold its own as an urban place against any institutional district in the country.