Mechanisms for Cities to Manage

Institutionally Led Real Estate Development

Jill S. Taylor

© 2007 Lincoln Institute of Land Policy

Lincoln Institute of Land Policy
Working Paper

Abstract

This paper addresses the role of cities in managing institutionally led real estate development. Specifically, it identifies mechanisms available to cities to influence the development activities of large institutions and guide interactions between institutions and communities. The paper is based upon case studies of three cities: Portland, Oregon; Tucson, Arizona; and Cleveland, Ohio.

The paper presents a framework in which the level of influence a city holds over institutional development is a function of both the existence and strength of regulatory and non-regulatory mechanisms. With strong regulatory mechanisms supplemented by non-regulatory mechanisms, Portland seems to exhibit the greatest level of influence over institutional development among the three cities. Although Tucson has strong non-regulatory tools, the city's influence is limited by the lack of regulatory controls. Cleveland has some influence over institutional development, but it is diminished by the limited ability to enforce regulatory mechanisms and the lack of non-regulatory controls to compensate.

Research Findings and Highlights

Key Findings:

- The level of influence a city holds over institutional development is a function of both the existence and strength of regulatory and non-regulatory mechanisms.

- There are advantages and disadvantages of both regulatory and non-regulatory mechanisms that primarily relate to enforcement and flexibility.

  - Regulatory mechanisms are more clearly defined and difficult to circumvent; however their explicit nature can be a disadvantage because it eliminates flexibility.

  - Non-regulatory mechanisms, such as MOUs, can address a wider range of issues or purposes; however, they require voluntary participation by all parties to enter into such agreements, there is no legal recourse if a party violates the terms of the agreement, and they can be terminated at will.

- The effectiveness of regulatory mechanisms depends not only on their enforcement but on how broadly they are applied.

- The effectiveness of non-regulatory mechanisms is highly dependent on the quality of leadership within local government or community organizations.

- Because each type of mechanism has advantages and disadvantages, cities and communities can benefit from having a variety of tools available. Stricter regulation may not necessarily be the most effective approach to influencing institutional development.

- With strong regulatory mechanisms supplemented by non-regulatory mechanisms, Portland seems to exhibit the greatest level of influence over institutional development among the three cities.
- Although Tucson has strong non-regulatory tools, the city's influence is limited by the lack of regulatory controls.
- Cleveland has some influence over institutional development, but it is diminished by the limited application of its regulatory mechanisms and the lack of non-regulatory controls to compensate.

- Institutional master planning review does not appear to be a strong tool for cities in managing institutionally led development. The three cities included in this study have no authority to require that plans be submitted for review or approval.

- There appears to be a substantial shift in recent years in how institutional leaders perceive the scope and purpose of the master plan. Although facility and parking needs are still a primary focus of most master plans, greater attention is given to how campuses connect to the larger community.

Lessons for City and Community Leaders:

- Land use and design review processes are important regulatory mechanisms for influencing institutionally led development. However, to maximize their usefulness, cities must have regulations that are broadly applied.

- When cities have limited regulatory control over institutionally led development, other types of formal agreements, such as MOUs, can compensate to some extent.

- In some respects, civic associations may have an advantage over the city in demanding cooperation from large institutions. Although volunteer associations must rely on the efforts of individuals with other primary responsibilities, they may be less susceptible to political pressure.

- City and institutional plans can be integrated to address the goals of the institution while still meeting citywide goals.

- It is important for city leaders to take a long-term view when considering approaches to managing institutionally led development. Over time, changes in leadership and changes in the real estate market can affect relationships and possibly increase the need for formal mechanisms. If mechanisms are in place and policies governing institutionally led real estate development are clear, it can reduce the possibility for good relationships to turn sour.

- Formal mechanisms to manage institutionally led real estate development may be fairly limited; however, by effectively utilizing available mechanisms, finding creative solutions where formal tools are lacking, and forging strong relationships, cities and communities can affect the actions of large institutional developers.

About the Author

Jill Taylor is a Program Manager in the Center for Economic Development at Cleveland State University's Maxine Goodman Levin College of Urban Affairs. She has 10 years of experience in both community and economic development research. Her current responsibilities include developing programmatic initiatives, securing project funding, managing and conducting applied research, and providing technical assistance on economic development issues.

Ms. Taylor has conducted prior research on the real estate development activities of urban universities. She was involved in an in-depth study that examined the development activities of 10 universities across the United States. Findings were presented in *The University as Urban Developer: Case Studies and Analysis,* co-published by M.E. Sharpe and the Lincoln Institute of Land Policy in 2005, and in two comprehensive project reports issued in 2002 and 2003.

Ms. Taylor previously held research positions at the University of Colorado, Case Western Reserve University, and the University of North Carolina at Chapel Hill. She earned a Master of Science in Interdisciplinary Social Sciences and a Bachelor of Arts in Communication from the State University of New York at Buffalo. She is currently pursuing a Master of Urban Planning, Design, and Development at Cleveland State University.

Jill S. Taylor
Program Manager, Center for Economic Development
Maxine Goodman Levin College of Urban Affairs
Cleveland State University
2121 Euclid Avenue, UR 353
Cleveland, OH 44115
Phone: 216-687-2248
Fax: 216-687-9277
Email: jill@urban.csuohio.edu

Table of Contents

Mechanisms for Cities to Manage Institutionally Led Real Estate Development

Introduction

Several years ago, the Lincoln Institute of Land Policy established a new program entitled "The City, Land, and The University." The program focuses on the role and the implications of the university as a large urban landowner and an enduring component of the urban economy.[1]

Under the auspices of this new program, the Lincoln Institute provided funding to the Center for Economic Development at Cleveland State University to research the acquisition and development practices of universities. This work, which was completed in 2002, included case studies of five universities that were actively engaged in real estate development in the neighborhoods surrounding their campuses. With additional support from the Fannie Mae Foundation, the center completed five additional case studies the following year.

Through these case studies, we sought to identify the factors that motivated universities to engage in land acquisition and development, opportunities and constraints of the physical environment, the level of policy oversight under which they operated, and the leadership style of top administrators. Our research explored the various ways that these factors affected decision-making processes, the type of projects that were initiated, financing mechanisms that were employed, and the state of town-gown relations.

In carrying out this research, we discovered varying levels of involvement among local governments, neighborhood nonprofits and civic groups. In some cases, local government agencies played a key role in planning processes and influenced university-initiated projects through master planning processes, land use restrictions, design review, and financial assistance. In other cases, local governments had a minimal role in the development process. We found even greater variation in the involvement and capacity of neighborhood nonprofits and civic groups. Some exerted very little influence over development plans; others effectively garnered the support of city leaders and used public relations as a tool to influence the development plans of neighboring universities.

A discussion of the first five case studies was included as a chapter in *The University as Urban Developer: Case Studies and Analysis*, co-published in 2005 by M.E. Sharpe and the Lincoln Institute of Land Policy. The book also included detailed case studies of several other universities actively involved in real estate acquisition and development in their respective cities. A review of these case studies provides further evidence that there is no consistent role for cities or communities in controlling or influencing institutionally led development. In fact, among the conclusions reached by the book's editors, Perry and Wiewel (2005), is the following statement:

> Relations between universities and city governments tend to be project- or task-oriented, episodic, and subject to political and personal vagaries. Given the importance of universities to their cities,

---

[1] Lincoln Institute of Land Policy, http://www.lincolninst.edu/subcenters/clu/overview/our_work.asp

and the importance of local government to university projects, it would make sense for both to engage in more systematic, continuous, and comprehensive joint planning. (p.315)

A study of the methods by which cities and universities can develop more collaborative and sustainable relationships is a logical extension of the research on universities as urban developers. This research was funded by the Lincoln Institute of Land Policy. The goal is to identify mechanisms for cities to manage real estate development led by universities and medical centers. The specific objectives of the study are to determine:

- What regulatory and non-regulatory mechanisms do cities use to control institutionally led real estate development?
- What regulations do cities use to guide the interaction between firstly, institutions and the surrounding neighborhood and, secondly, institutions and the larger city?
- What are the more tacit and non-regulatory mechanisms cities use to influence both the real estate development activities of colleges and universities and how these activities might affect the abutting neighborhood and the larger city?
- What is the theory of institutional master planning?
- To what extent and how successfully have cities used institutional master planning review to regulate land use by universities and colleges?

We address these questions by reviewing the relationship between cities and institutions in three locations: Portland, Oregon; Tucson, Arizona; and Cleveland, Ohio. Portland State University and the University of Arizona (located in Tucson) were among the case studies completed in 2002. They were selected for further study because they each present a very interesting and distinct model for university-community relations and offer valuable lessons for cities seeking to get a stronger hold on institutionally led real estate development. The Portland case study also looks at the relationship between the city and Oregon Health & Science University (OHSU), which was not part of the previous study. Portland and Tucson provide a snapshot of how institutional development is managed in growing cities. Cleveland was not included among the earlier case studies, because in the past, its primary educational institutions and medical centers have not been as aggressively involved in real estate development as similar institutions in other cities. However, Cleveland State University, Case Western Reserve University, the Cleveland Clinic, and University Hospitals have recently completed and are beginning to implement master plans. We discuss the role of the city in the planning and implementation phases. With a weaker real estate market, Cleveland stands in contrast to Portland and Tucson.

The focus of this paper is the city — not the institution. Whereas the previous study approached the topic in terms of how universities deal with cities and adjacent communities, this work gives greater attention to how cities and adjacent communities can effectively deal with universities (and medical centers). Furthermore, the study is not limited to the relationship between institutions and formal units of government, as it also explores the mechanisms employed by nonprofit organizations, civic associations, and other intermediaries when dealing with large institutions on development issues. Our previous work revealed that these organizations often have a significant role in the process, proving the importance of adopting a broad definition of "city" for the purposes of this study.

The paper begins with a discussion of the conceptual framework behind the study, followed by a presentation of the three case studies. Each case study includes contextual information about city and institutional planning, describes the regulatory and non-regulatory mechanisms that cities and communities use to influence institutional development, and provides a synopsis of the findings. The next section of the paper explores approaches to institutional planning, both past and present. The final section assesses the findings of the three case studies in light of the conceptual framework and considers the implications and lessons for city and community leaders. The study methodology is described in an appendix.

Conceptual Framework

The primary objective of this research is to identify mechanisms that cities and communities can use to influence institutional real estate development. As previously explained, this study is a continuation of research on the factors that influence the development process. Our earlier research identified four factors that affect the way in which universities develop real estate. Specifically, we found that the motivation for development, physical environment of the campus, policy environment, and institutional leadership influence the decision-making process, types of projects developed, and financing mechanisms used, as well as town-gown relations. The model we presented is shown in Figure 1.

Figure 1. Broader Analytical Framework

Independent Factors		Dependent Factors
Motivation		Decision-Making Process
Physical Environment		Type of Real Estate Projects
Policy Oversight	→	Financing Mechanisms
Leadership		University-Community Relations
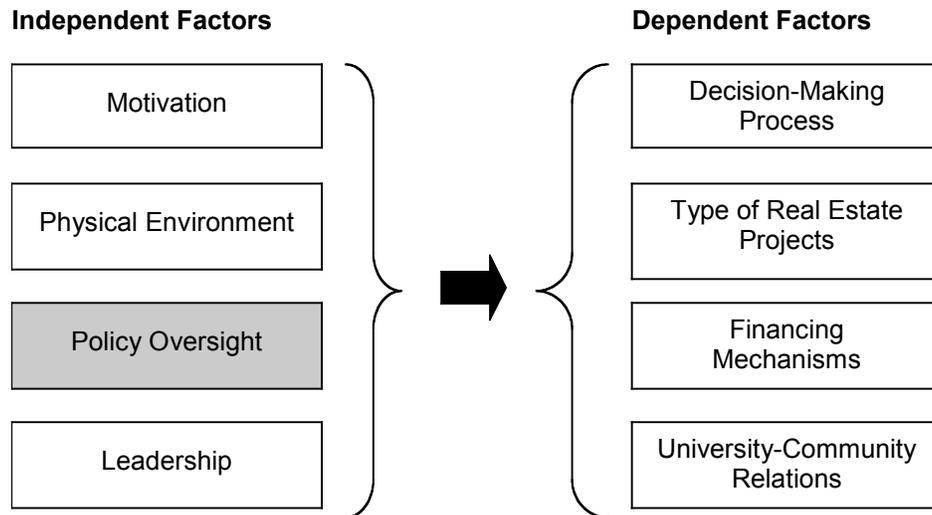
The current study more closely examines the impact of policy oversight on institutional development — specifically, the way in which the *local* political and regulatory environment influences the development process. The conceptual framework presumes that the level of influence exercised by a city or community is dependent on the existence and strength of both regulatory and non-regulatory mechanisms.[2] If a city has multiple tools in its toolbox and the tools have "teeth," that city has greater ability to affect the path of development. The conceptual framework is depicted in Figure 2.

Figure 2. Conceptual Framework
City/Community Influence on Institutional Development

	weak/ non-existent	**regulatory mechanisms**	strong
non-regulatory mechanisms	Institutions are Unrestricted No City/Community Influence	Institutions Face Limited Restrictions Moderate City/Community Influence	
	Institutions Face Limited Restrictions Moderate City/Community Influence	Institutions are Tightly Restricted Strong City/Community Influence	
strong			
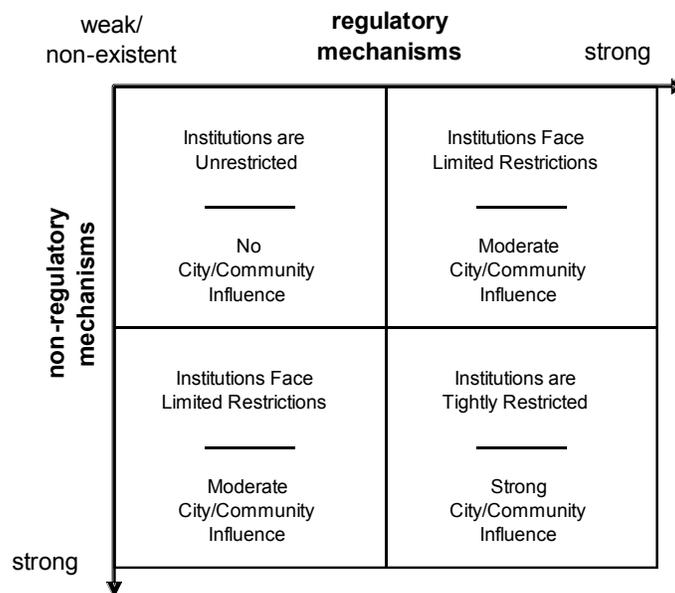
The upper left quadrant represents a case in which a city has no regulatory or non-regulatory mechanisms by which to affect institutional development, leaving institutions essentially unrestricted. The lower right quadrant represents the opposite extreme – a case in which strong regulatory and non-regulatory mechanisms are available to the city, allowing the city considerable influence over institutional development. The upper right quadrant reflects a case in which a city has strong regulatory controls in place, but does not have non-regulatory mechanisms to supplement these controls. The lower left quadrant reflects a case in which a city has no regulatory mechanisms to manage institutional development but has introduced strong non-regulatory mechanisms to compensate for the lack of regulatory control. The latter two cases provide the city with some level of influence, but the influence is tempered by the inability to draw upon different types of tools.

---

[2] Regulatory mechanisms include those policies that institutions must legally abide by; non-regulatory mechanisms include policies or terms that institutions voluntarily agree to abide by.

The effectiveness of regulatory mechanisms depends not only on their enforcement but on how broadly they are applied — do they apply to all institutions and in all cases? The effectiveness of non-regulatory mechanisms on the development process is highly dependent on the quality of leadership within local government or community organizations. To create such mechanisms generally requires a "champion" to see the process through and their effective implementation calls for ongoing commitment. The three case studies will be discussed in the context of this conceptual framework.

Portland, Oregon

Portland is a growing city with a relatively healthy economy. While cities in many other parts of the country experienced population loss, Portland grew by 44 percent between 1980 and 2000. In the 1970s, a growth boundary was established for the region, helping to concentrate development in the urban core. It is in this context that Portland's two major public universities operate. Portland State University and Oregon Health & Science University are both located near the city center.

Portland State University (PSU) is located at the edge of downtown Portland, adjacent to the central business district. It is a vibrant area where office buildings are surrounded by restaurants, local retail establishments and national retail chains, cultural attractions, and small parklands. In addition, there is a fairly large residential population. The vitality of downtown Portland has resulted in a strong real estate market.

PSU's interest in real estate acquisition and development has been driven by increases in student enrollment and a new vision for the university. Student enrollment has increased at a very rapid pace (nearly 50% between 1995 and 2005),[3] and high growth rates are expected to continue. The university is also beginning to transition from a commuter campus to a more traditional residential campus with a greater emphasis on research. The growth in enrollment and shift in focus has led to increased demand for classroom, laboratory and office space, housing, and recreation facilities. PSU must operate in the competitive downtown real estate market to meet this demand for space.

Oregon Health & Science University (OHSU) is the state's primary biomedical research institution. Its need for physical expansion has been driven by a sharp increase in research activity. Between 1996 and 2003, research expenditures increased 145 percent.[4] OHSU faces a different set of challenges in meeting its space needs. The institution's main campus is located atop a hill surrounded by protected forests, which inhibits physical growth in that location. It is currently expanding to a new site along the Willamette River.

---

[3] Source: Portland State University Office of Institutional Research and Planning, http://www.oirp.pdx.edu/source/port0405/3_21.htm
[4] Source: National Science Foundation, http://www.nsf.gov/statistics/nsf05320/pdf/table26.pdf

City and Institutional Planning

The city of Portland is widely recognized for its progressive approach to urban planning. Strategies have encouraged more compact urban development through high density residential development, an emphasis on public transit, and creation of vibrant public spaces. A comprehensive plan has been adopted by the city; however, the Bureau of Planning has also developed plans for six districts within Portland. These districts are further divided into subdistricts. Portland State University and Oregon Health & Science University are both located within the Central City District but are in separate subdistricts. The subdistrict that includes PSU is referred to as the University District. The main campus of OHSU lies within the Marquam Hill District, and expansion plans will place facilities in another subdistrict — the South Waterfront District. It is difficult to discuss separately the planning processes of the city and its universities because they are largely intertwined.

University District

Portland's 1988 Central City plan called for the creation of a university district plan, largely based on the recognition that PSU needed to expand. At that time, the university was in an acquisition mode, trying to accommodate its continued growth. The University District plan was intended to allow for this growth while providing some direction for the development of the neighborhood.

Although the University District plan was developed by the Portland Bureau of Planning, it was largely based on ideas presented in a vision plan created by PSU. The vision plan was based on academic needs, and the city was not an integral part of the planning process. In creating the University District plan, the city integrated the public vision for downtown with the needs of the university. The leadership provided by the planning bureau in creating a plan for the district also ensured that the public had the opportunity to be part of the process. The Downtown Community Association directly participated in the development of the plan, and public forums were held to solicit comments from a broad constituency (personal communication, Dotterer, Hartnett, Kenton, 2002).

The University District plan was adopted in 1995 and resulted in a coordinated vision for the development of the university and the surrounding neighborhoods. It called for mixed uses, providing development guidelines for transit, retail, student and market housing, amenities, and academic facilities. The plan also resulted in designated boundaries for the district, which provided the regulatory framework needed for the desired uses. These boundaries were negotiated by the university and the city of Portland and were ultimately adopted by the Portland City Council (City of Portland Bureau of Planning, 1995).

Since the mid-1990s, the University District plan has guided university expansion, with the university's vision plan providing more detail on facility needs. However, enrollment at PSU has continued to grow at a pace that has led university leaders to look beyond the plan district established in 1995.

PSU initiated the University District Coalition in 2003. The coalition steering committee included representatives of the university, an adjacent neighborhood association and condominium association, and a capital management corporation (city government was not represented on the committee). In 2005, the coalition issued a paper that the authors characterized as a "statement of visions and aspirations" rather than a plan with a specific course of action (University District Coalition, 2005). They described the purpose of the University District Coalition Vision Report as "to guide orderly integration of university functions within the area, redefine the boundaries of the current University District, nurture synergy between the neighborhoods, strengthen the connections among neighborhoods, enhance the positive aspects of each area, and maintain the scale and character of each neighborhood" (University District Coalition, 2005).

The University District Vision Report addresses the university's desire to expand south, across an interstate freeway that had previously been viewed as a fixed campus boundary. The document makes specific recommendations to the city of Portland and Portland State University. These recommendations relate to revised boundaries, pedestrian improvements, and priority areas for development. It also calls for the city to appoint coalition members to a citizen advisory committee that would be charged with the development and management of planning for the expanded district. It asks the university to develop a system of communication for wider coverage of university and neighborhood events (University District Coalition, 2005).

Since the time that the University District Vision Report was released, city planners and other city officials have discussed whether the University District boundaries should be redefined as recommended. After the vision report was issued, there was some push back from neighborhood groups who indicated that the final report did not reflect their understanding of the outcome of the visioning process (personal communication, Doss, Desrochers, 2006). City planners are concerned about the position of the neighborhood groups and will give it strong consideration if they contemplate changing the district boundaries. The Bureau of Planning has not re-evaluated the University District plan but expects to begin the process in 2007 or 2008. In the meantime, PSU is working with the city to conduct a thorough needs assessment based upon the university's growth projections (personal communication, Doss, 2006).

Marquam Hill District and South Waterfront District

In 2002, the Portland City Council adopted plans for the Marquam Hill and South Waterfront Districts. Marquam Hill is the site of Oregon Health & Science University (OHSU) as well as the Veterans Medical Center and Shriners Hospital for Children. South Waterfront is a large brownfield site along the Willamette River, directly east of Marquam Hill.

The Marquam Hill plan was intended to provide a framework for institutional expansion and was initiated largely based on the fact that OHSU needed additional space. By that time, OHSU had already introduced the idea of expanding into the South Waterfront area (then referred to as North Macadam). As a result, planning for the Marquam Hill and South Waterfront areas occurred simultaneously. Through this process, city leaders

examined the potential for developing a science and technology quarter, a vision driven by OHSU but fully supported by the city (personal communication, Doss, 2006).

Figure 3 depicts the University District, Marquam Hill, and South Waterfront District (shown as North Macadam).

Figure 3. Portland's Central City Planning Districts

Source: Portland Bureau of Planning,
http://www.portlandonline.com/planning/index.cfm?c=34290&
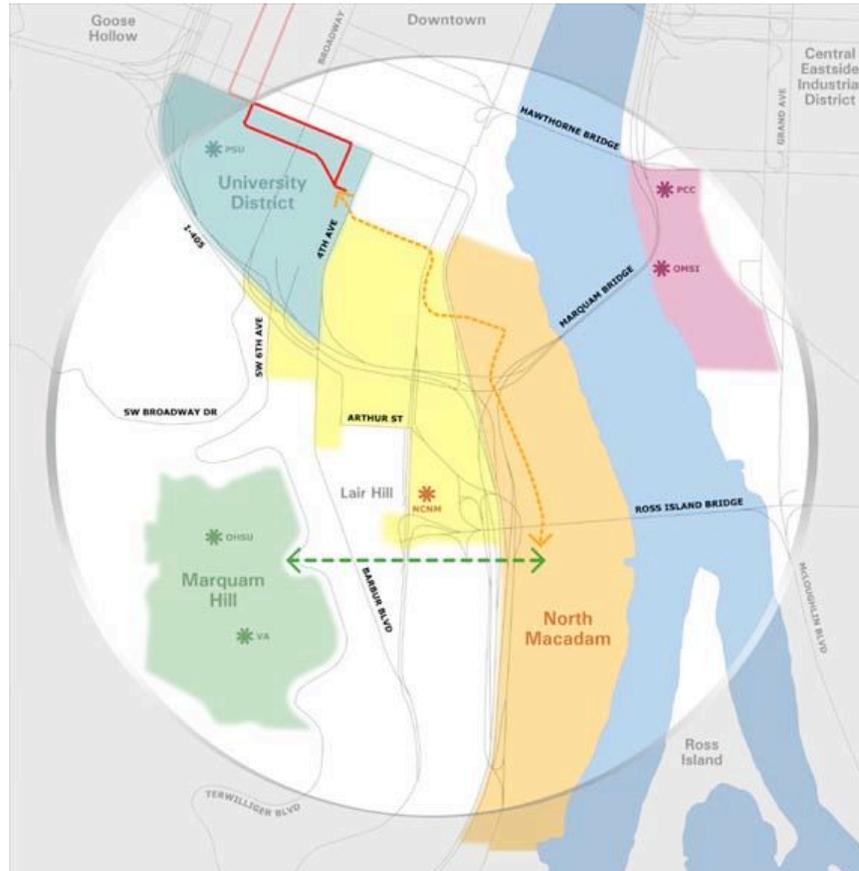
The Marquam Hill plan includes amendments to the economic development goals of Portland's comprehensive plan that incorporate support for the development of a science and technology quarter. It also includes a vision for the area through 2030 and supports some institutional expansion. The plan includes new design guidelines and gives attention to minimizing negative impacts of institutional development, with particular focus on parking issues (City of Portland Bureau of Planning, 2002).

OHSU will retain most of its research and patient care facilities on Marquam Hill and move most of its teaching facilities to South Waterfront. The South Waterfront plan also calls for a mix of office, housing, hotels, parks, and retail uses. The district encompasses approximately 140 acres, much of which is vacant or serves industrial uses. The plan allows for major redevelopment of the area. OHSU's expansion into South Waterfront

has been facilitated by the donation of nearly 20 acres of land within the district by a private corporation. The university expects to invest between $500 million and $1 billion in the South Waterfront campus over the next 20 years (named the Schnitzer Campus in honor of the donor).

The underdeveloped nature of the area, along with its close proximity to OHSU, made it attractive to the institution. However, despite its close proximity, access between the campus on Marquam Hill and the South Waterfront site is complicated due to the steep hillside and the location of an interstate highway. A key element in making the plan work was the construction of an aerial tram between the two locations. The idea was proposed early in the planning process and was the most controversial element of the plan. Neighbors below the proposed route were concerned about privacy issues and eroding property values, however, the tram was eventually approved by the city (personal communication, Doss, 2006). The design and construction phase extended from 2003 to 2006.

The aerial tram is now part of Portland's public transportation system, and is owned by the city. OHSU provided $40 million of the $57 million construction cost of the tram. The city's share of construction costs ($8.5 million) will be collected over time from the rising property values in South Waterfront caused by its redevelopment. OHSU oversees operation of the tram, while the city is responsible for the maintenance of the upper and lower stations and tower, and provides regulatory oversight.[5]

Development of the South Waterfront District is quickly progressing. The first building on the OHSU site opened in late 2006, and the aerial tram began operation in January 2007. Other projects are underway (personal communication, Williams, 2006).

Mechanisms for Managing Institutionally Led Real Estate Development

The city of Portland plays an active role in institutionally led development, relying upon both regulatory and non-regulatory mechanisms to influence the process.

Regulatory Mechanisms

Portland's district plans are important to managing institutionally led real estate development because they create the regulatory framework for development. Institutions are not prevented from acquiring and developing property outside plan areas but, through the district plans, the city's planning bureau encourages development within the boundaries. Land use regulations and design standards set forth in the University District Plan, Marquam Hill Plan, and South Waterfront Plan are intended to accommodate institutional uses. For example, building height restrictions may be less limiting when compared to other neighborhoods, and the zoning code would allow mixed uses. In this sense, the city has created incentives for institutions to develop in specific areas.

---

[5] Source: Oregon Health & Science University, http://www.portlandtram.org/index.cfm?event=faq

Portland is able to exert this level of influence because PSU and OSHU are subject to zoning ordinances and design review. In many cases, state institutions are free from local regulation. In Portland, all projects initiated by the universities are subject to design review. Land use review is required if the institution proposes a use not consistent with the zoning ordinance — again underscoring the importance of the district plans.

Portland has created a system that facilitates development that is consistent with adopted city plans. The plans give the institutions an indication of what the city will support and provide members of surrounding communities a greater sense of certainty about how their neighborhoods will be developed. Furthermore, by encouraging development that is aligned with city plans (that involve public processes), the city helps ensure that public sentiments are reflected in institutional plans.

Collaborative planning and development has not come without challenges. Although the district plans reflect a common agenda and coordinated effort on the part city and university leaders, they also reflect a complicated process that has confronted diverse interests. The planning process has not been seamless — at times, the city's role has been to resolve differences that arise when parties have conflicting goals and objectives or perceive different outcomes based on the same discussion (personal communication, Doss, 2006). It might be more accurately described as a process that reconciles differences to merge city and institutional plans rather than a process that involves the joint creation of a single plan. Nevertheless, the working relationship between the city of Portland and the universities appears to be more advanced than that found in many other cities.

The creation of appropriate regulatory frameworks is the primary approach to influencing institutional development; however, there are other tools that the city uses to negotiate with developers to achieve desired outcomes. For example, throughout the central core of the South Waterfront District, codes limit building height to 250 feet, however, the planning bureau may approve buildings up to 325 feet if the developer meets specific criteria (relating to development standards and view protection guidelines) and pays into a fund that supports parks and open space in the district (personal communication, Doss, Williams, 2006). With such mechanisms in place, the objectives of both the developer and the city can be met.

Non-Regulatory Mechanisms

While Portland's district plans are effective at influencing the location and type of development projects initiated by institutions, other mechanisms have been introduced to guide interactions on specific projects. The extensive level of joint planning for the plan districts has required that the roles and responsibilities of each party be defined. This has been accomplished through the adoption of Memorandums of Understanding.

In July 2004, the city of Portland and OHSU signed an MOU to delineate each party's responsibilities regarding the redevelopment of Marquam Hill and South Waterfront. The premise of the document is captured in the first paragraph, which states:

"The city and OHSU recognize that their future is intrinsically linked and that the success of each is based in part on their mutual cooperative efforts. OHSU and the City wish to establish through this MOU a continued partnership on a wide array of issues as well as an agreement about specific tasks and activities that each party will undertake and complete to advance their missions and ongoing success. Both parties recognize that achievement of the actions and goals described in this MOU are mutually beneficial."

The MOU addresses a wide range of issues relating to the physical development of Marquam Hill and South Waterfront as well as broader efforts to establish a science and technology quarter in Portland. The agreement specifies roles and responsibilities for site planning, natural resource stewardship, stormwater management, roadway improvements, public transit extensions, and traffic management. The MOU also addresses education and job preparation efforts to support the bioscience industry (see Appendix B for the full text of the MOU).

Under the agreement, both parties agree to conduct a periodic assessment of efforts to implement the stated objectives. As part of the assessment protocol, the MOU also establishes a mechanism for ongoing communication between the city, OHSU, and the community. OHSU provides city officials with an annual written report on its progress in implementing the policies, objectives, and action items contained in the Marquam Hill Plan and the items contained in the MOU. The city's planning director is responsible for distributing the progress report to other city bureaus as well as specified neighborhood associations and city council (Memorandum of Understanding Between City of Portland, Oregon, and Oregon Health & Science University, 2004).

Although the agreement between the city and OHSU speaks to the redevelopment of both Marquam Hill and South Waterfront, many items included in the document relate to the implementation of the Marquam Hill plan. OHSU entered into a separate agreement with the Portland Development Commission (the city's urban renewal agency) to implement components of the South Waterfront Plan (the site is a defined urban renewal area).

More recently, the city of Portland and PSU signed a Memorandum of Understanding (MOU) relating to development in the University District. The document was signed in early 2006, not long after the issuance of the report by the University District Coalition and is intended to guide future actions by the city and university (personal communication, Desrochers, 2006).

City leaders have maintained open communication with universities on development issues and have generally been receptive of their plans for growth (personal communication, Desrochers, Williams, 2006). Similarly, PSU and OHSU have been willing to talk with city officials about their plans and work alongside the city to implement those plans. Mark Williams, OHSU's South Waterfront project director, meets every week with city officials and other involved parties to talk about what is being done and what still needs to be done (personal communication, Williams, 2006). To guide interaction between institutions and the community (immediate neighbors and beyond) the city largely relies on mechanisms built into the planning process. Planners solicit public participation when district plans are developed, and public comment is

invited when projects undergo design and land use review (personal communication, Doss, 2006).

Synopsis of the Portland Approach

The city of Portland uses the planning function and regulatory mechanisms to influence institutional development. The regulatory framework (land use codes and design standards) presented in the district plans have been important mechanisms for managing the development activities of PSU and OHSU. The plans recognize the need for institutional growth — they are not intended to curb growth but to guide it. The regulatory framework established for the planning districts is designed to accommodate institutional development in appropriate areas, as identified by the district plans.

Although the universities are not required to contain development within the district boundaries, building in an area with land use codes and design standards that are appropriate to institutional uses facilitates the development process. The universities also benefit from having established planning areas that are endorsed by the public and agreed upon by city officials. It provides some degree of certainty about what the city will support and some direction for facility planning. Whereas universities in other cities might view boundaries as being overly restrictive, PSU's Vice President for Finance and Administration indicated that the university prefers to have clearly defined growth boundaries. She noted that city leaders have been very conscientious about development, and the university has no objections to the intelligent approach to planning despite some additional requirements (personal communication, Desrochers, 2006)

MOUs have been useful non-regulatory tools for addressing the varied interests and responsibilities of each party in implementing development plans in Portland. They are very detailed documents that define the specific responsibilities of each party to advance the plans. They eliminate ambiguity about the roles of the city and the universities and, by incorporating reporting mechanisms, provide a means for tracking progress and accountability.

Town-gown relations have generally been favorable in Portland. Neither city leaders nor more immediate neighbors have seen university expansion as being overly aggressive, and the acquisition policies of PSU and OHSU have not resulted in much friction with external parties (personal communication, Doss, 2006).

<div align="center">

Tucson, Arizona

</div>

The Tucson region has been growing at a rapid pace, with the metropolitan area experiencing a 59 percent increase in population between 1980 and 2000. Its primary educational institution, the University of Arizona has grown with the region.

The University of Arizona (UA) is located northwest of downtown Tucson. It primarily attracts traditional students and is considered a residential campus. The majority of the university's facilities are confined to a core area that is clearly distinct from its

surroundings, and the campus is bordered on all sides by residential neighborhoods. The areas to the north and south of campus are lower-income communities with large numbers of rental units, many of which serve the student population.

Steady growth in student enrollment has been the main factor motivating the university's real estate acquisition and development activities. In 1950, the University of Arizona enrolled approximately 6,200 students; by 2005, that number had reached nearly 35,000. This large increase has led to greater demand for classrooms, offices, laboratories, student housing, and other facilities. The university has struggled to meet the growing needs of its students, faculty, and staff.

City and Institutional Planning

The University of Arizona's first campus plan was adopted in 1988. Just a year later, the city of Tucson adopted the University Area Plan to guide development in the neighborhoods adjacent to the campus. The close timing was not coincidental — both planning efforts stemmed from questions and conflicts over the university's need to expand and its land acquisition practices.

The University of Arizona's first master plan was completed more than a hundred years after the institution's founding. Before the adoption of the plan, decisions regarding land acquisition and development were based on availability rather than any comprehensive assessment of needs or long-term vision for the campus. During the 1970s, the university began acquiring more property in the residential neighborhoods north and south of the core campus. This resulted in a checkerboard pattern of ownership, with the university owning small parcels of land interspersed throughout the neighborhoods. It sometimes took many years for the university to acquire enough contiguous parcels to complete a sizeable project. In the meantime, single-family homes were used for temporary office space or were demolished so that the land could be used for parking. This approach resulted in an inefficient use of space for the university and failed to address the institution's needs in a comprehensive manner. It also led to disinvestment among homeowners and a general decline in the surrounding neighborhoods. Many residents became angry with the university for its apparent disregard for the community. The 1988 master plan was intended to guide future campus development as well as ease tensions with surrounding communities by providing greater certainty about its development agenda (personal communication, Poster, Valdez, Wright, 2002).

The University Area Plan (1989) was the city's response to the changes taking place in the neighborhoods adjacent to the University of Arizona (UA). The plan has three stated goals: to recognize the distinct neighborhoods in the area and support changes that protect the character, identity, and quality of life in those neighborhoods; to promote cooperation between neighborhoods, private developers, the city, and the university to ensure that new development is sensitive to neighborhood concerns and supportive of adopted citywide policies; and to recognize the nature and potential of the university and its immediate surroundings as a relatively compact, pedestrian-oriented regional activity center and work to strengthen the identity and quality of the area consistent with citywide and neighborhood goals (University of Arizona, 1988).

The goals of the city's University Area Plan reflect the understanding that the neighborhoods are significantly affected by the university. Elsewhere in the plan, it is explicitly stated that demographic and housing characteristics in the plan area are strongly influenced by the university. However, the plan also explicitly states that under state law, property owned by UA is not subject to the city's land use regulations. Consequently, the city's plan seeks a coordinated vision for the area and calls for *cooperation* on the part of the university. An entire section of the plan is devoted to establishing goals and policies to guide interaction with UA with regard to neighborhood development.

The city's University Area Plan remains in effect; however, the University of Arizona adopted a new master plan in 2003. The 1988 plan was intended to guide campus development through 2000. At that point, the university began the process of updating the master plan. The 2003 plan is expected to serve the university through 2010. Like the previous plan, it includes an assessment of space needs, a long-range development plan, and design guidelines. It also addresses land acquisition procedures and interactions with neighborhoods and local government. It includes plans to add landscape buffers around the perimeter of the campus, an idea that neighborhood residents had encouraged for some time (University of Arizona, 2003).

During the preparation of both campus plans, university officials presented their concept and invited public comment. Greater emphasis was placed on community participation during the latest planning process. Feedback was solicited through workshops, town hall meetings, committee meetings, and a website.[6] The process allowed for involvement of the campus community, neighborhood residents, local organizations, and local government agencies (personal communication, Gutierrez, Valdez, 2002).

A key issue affecting the plans of both the city of Tucson and the University of Arizona is the existence of university planning boundaries. In 1967, the Arizona Board of Regents (ABOR) designated boundaries for the UA campus. At that time, the university was in a period of rapid expansion and was called upon to identify a land area that would accommodate its projected growth in student enrollment. The board approved an area that included the core campus and portions of neighborhoods to the north and south. Due to changing conditions, the boundaries were reconsidered in 1981 and slightly retracted. At that time the board also adopted guidelines for land acquisition and utilization. The planning boundaries were again revised and retracted in 1996. The 2003 campus plan calls for all proposed development to occur within the boundaries defined in 1996. The plan accommodates additional space for teaching, research, and housing through high-density development. Figure 4 depicts changes in the university planning area since it was originally designated in 1967.

Public reaction to the 2003 campus plan was generally positive. According to Mark Homan, recent past president of the Rincon Heights Neighborhood Association, community members were relieved that the university was not proposing to expand its

---

[6] http://web.arizona.edu/~cfp/View%20Proposal.htm

boundaries and pleased that landscape buffers were included in the plan (personal communication, Homan, 2006). Conflicts between the university and the community have quieted since the 2003 plan was released (personal communication, Howlett, 2006).

The city's University Area Plan gives considerable attention to UA and includes language that encourages the university to comply with specific policies; however, the city has narrow authority over what the university does within the agreed-upon planning boundaries. The city's area plan and the university's campus plan both recognize the impact of the university on surrounding neighborhoods and seek to mitigate negative effects, however, they are distinct plans with distinct goals and objectives.

Figure 4. University of Arizona Planning Area
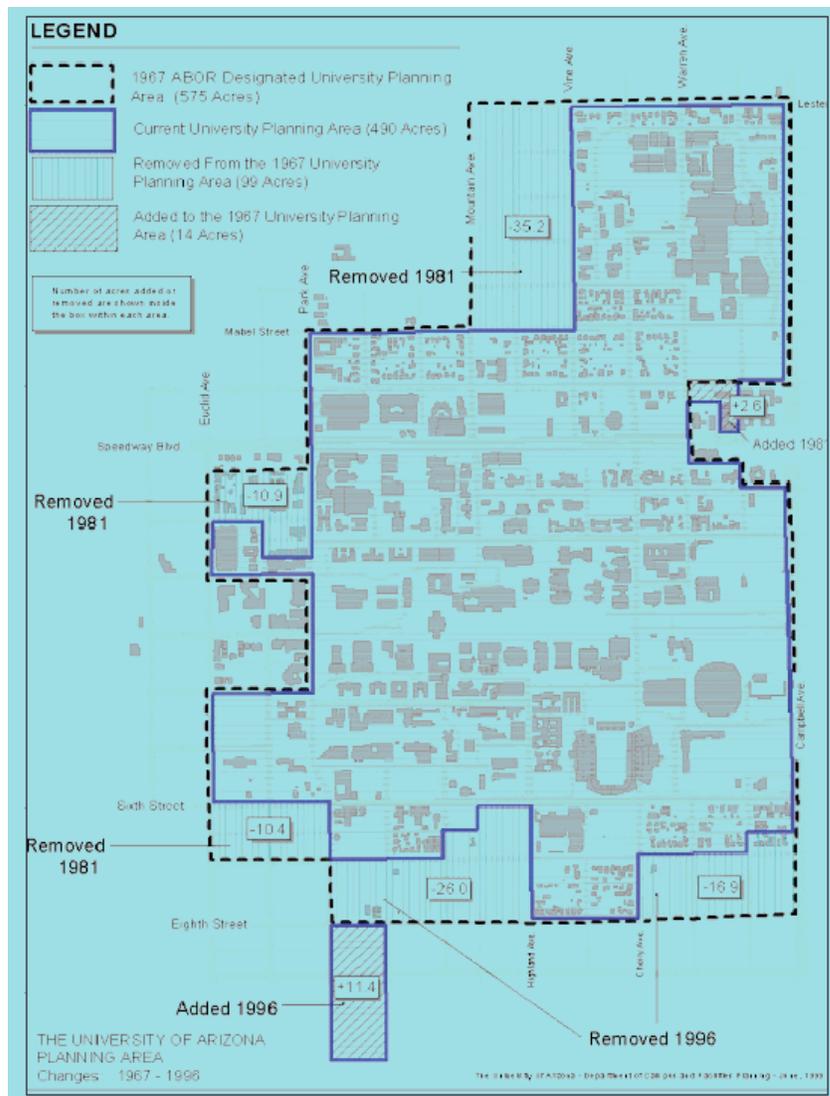
Source: The University of Arizona 2003 Comprehensive Campus Plan,
http://web.arizona.edu/~cfp/PDF_Files/Chapter%206.pdf

Mechanisms for Managing Institutionally Led Real Estate Development

The University of Arizona faces strict regulatory controls with respect to its planning and development practices; however, they are imposed at the state level rather than the local level. At the local level, a number of non-regulatory mechanisms were identified.

Regulatory Mechanisms

The city of Tucson has no regulatory control over the real estate acquisition and development practices of the University of Arizona. Regulatory control resides primarily with the Arizona Board of Regents (ABOR). The board approves university planning boundaries and sets policy for acquisition and development (personal communication, Valdez, 2002).

Although the city does not determine the university's planning boundaries, the process of establishing these boundaries is a collaborative one. City leaders, along with neighborhood associations representing affected areas, provide input regarding boundary designation. Many issues are taken into consideration, and the planning boundaries that are ultimately adopted by ABOR reflect negotiations with city officials and other stakeholders (personal communication, Gutierrez, 2002; Howlett, 2006).

University planning boundaries are accompanied by fairly strict policies regarding land acquisition and development. The boundaries are not merely a tool to encourage development in certain areas — they are far more restrictive. The university planning area is divided into acquisition zones and owner-initiated purchase zones. Within the acquisition zones, the university can acquire property as opportunities and resources permit; within the owner-initiated purchase zones, the university can acquire property only if the owner initiates the sale. All leases for property outside the planning boundaries or revisions of planning boundaries require approval from the Board of Regents (personal communication, Valdez, 2002).[7] The boundaries are intended to ensure that the university's land acquisitions are confined to meeting the needs of the institution and are conducted in a manner that is considerate of adjoining neighbors and the community.[8] The designation of planning boundaries concentrates activity within specific zones, providing area property owners with some degree of certainty as to the university's expansion plans. UA's 2003 master plan was generally well received by the community because it concluded that the university can accommodate growth within its existing boundaries.

The city of Tucson has no authority to conduct an official review of the university's master plan, but the planning process is political in many respects. Representatives from city agencies and numerous neighborhood associations again offered ideas and provided feedback on drafts of the 2003 plan. City leaders worked directly with the university to ensure that the final plan reflected the input of outside parties and was sensitive to residents in surrounding neighborhoods (personal communication, Howlett, 2006).

---

[7] As an independent organization, the University of Arizona Foundation is not restricted by campus boundaries and sometimes leases land outside the boundaries to the university.
[8] University of Arizona 1988 Campus Plan.

The city has also attempted to influence university actions through the adoption of policies in its University Area Plan. These policies aim to persuade UA to abide by specific federal and local plans and policies. For example, the plan states that the city will "encourage the University of Arizona to comply with local plans, guidelines, ordinances, and regulations in the implementation of its projects." The city's University Area Plan (UAP) appeals to the university to recognize the value and significance of historic properties and to preserve and enhance such properties when undertaking new projects. The plan also calls for UA to address issues relating to transportation, housing, environmental hazards, storm water retention, and campus buffer zones. The repeated use of the phrase "encourage the university to..." clearly reveals the city's limited ability to control the university's actions; however, the city uses very explicit language in the UAP in an attempt to influence these actions.

Non-Regulatory Mechanisms

To compensate for limited regulatory control, the city of Tucson and community groups have worked with the university to develop formal mechanisms to guide their relationship. As described below, they have negotiated agreements that establish policies relating specifically to university land acquisition and use.

The Neighborhood Relations Agreement, adopted in the early 1990s, resulted in a set of policies to guide acquisition and use for all neighborhoods surrounding the campus. A separate and perhaps more stringent agreement was negotiated for Rincon Heights, the neighborhood south of the UA campus. Although the 1988 campus plan and the Neighborhood Relations Agreement were intended to reduce uncertainty about expansion plans and alleviated negative impacts on neighborhoods, Rincon Heights was experiencing the greatest problems. The blocks immediately south of campus (the northern edge of the Rincon Heights neighborhood) are within the university's planning boundaries, and UA continued to acquire and assemble properties in the area. This led to conflicts over acquisition practices and land use. The city and university agreed to hire a consultant with expertise in town-gown relations to help resolve these conflicts. This process led to a Memorandum of Understanding (MOU) that was signed by the Arizona Board of Regents (on behalf of UA), the city of Tucson, and the Rincon Heights Neighborhood Association (RHNA).

The first MOU addressing Rincon Heights was signed in 1990, and a revised version followed in 1996. The latter agreement is still in effect. The stated objective of the MOU is "to promote better relations between the parties, to establish a clear and accepted boundary for university campus development, to recognize the legitimacy of university development within that boundary, and to establish guidelines for mitigating the impact of that development on the adjacent neighborhood." The MOU provides very specific guidelines for property acquisition and use, and the process resulted in boundary revisions (adopted in 1996). The MOU defines areas where the university may initiate purchases and areas where the university may only purchase property if the owner makes the initial contact. It also calls for efforts to concentrate purchases to avoid the checkerboard pattern of ownership that was causing disinvestment in homes. In addition,

17

the agreement states that the university will not initiate purchases unless a funding source has been identified for a specific project. This statement was included to reduce the frequency with which homes were being razed with the property being used for temporary purposes that were undesirable to residents. The MOU also defined areas where the university would divest itself of property. Finally, the agreement calls for all parties to support and work for approval of modifications to the city of Tucson's University Area Plan consistent with the university's plan for the area south of campus (Memorandum of Understanding Between the University of Arizona, Rincon Heights Neighborhood Association and City of Tucson, n.d.).

While there is no legal recourse if a party fails to honor the MOU, residents of Rincon Heights have found it to be a useful tool. It provides a greater degree of certainty to neighborhood residents regarding the intentions of the university and gives them the opportunity to explicitly state their concerns and expectations to both university and city officials. It is also important because it captures in writing the university's promises to the community. On more than one occasion, community members have pointed to the MOU in response to actions that they believed violated the terms of the agreement. This has opened the dialogue between the university and community and has generally led to successful negotiations to resolve the issue. If issues are not resolved, the university is subject to media scrutiny for not honoring its word (personal communication, Homan, Peters, 2002; Homan, 2006).

In fact, the news media has been a powerful ally to the neighborhood associations. The willingness of media outlets to publicize complaints against the university has allowed the neighborhood associations to use the media to their advantage. For example, residents who were troubled by the poor maintenance of university-owned property in their neighborhood took pictures of the unkempt lot and threatened to take them to the newspaper. This prompted the university to tend to the property (personal communication, Homan, 2006).

Overall, both the university and community see the MOU as an effective instrument for addressing concerns related to university expansion in the Rincon Heights neighborhood. However, the issue of temporary uses has remained problematic. The university has occasionally used properties in a manner that is inconsistent with the terms of the MOU (e.g., demolishing a home and using the lot for surface parking). The MOU addresses this issue, but it continues to be a problem for the university. Because most surrounding parcels are small, the university may hold them until adjacent parcels can be acquired and a large project can be initiated. In the meantime, they find alternative uses for the properties. Administrators take the position that undesired uses are only temporary, but there is often no specified end date. This has continued to produce some unrest in the community (personal communication, Homan, Gutierrez, 2006).

Negotiating formal agreements and relying on support from the media have been key strategies for the community in dealing with its institutional neighbor; however, mechanisms to improve communication have also been introduced. In the early 1990s, the university created a neighborhood ombudsman position to serve as a liaison between

the university and the community. In addition, the Campus Community Relations Committee (CCRC) was established as a forum for ongoing communication between the University of Arizona and neighborhood residents. It was intended to give a formal voice to all neighborhoods in the vicinity of the university. CCRC meets monthly and includes representatives from 10 neighborhood associations and two city ward offices. UA sends a representative to the meetings, however, that person is merely a participant — the university does not run the meetings. The chair of the committee is a representative of a neighborhood association and is responsible for setting meeting agendas.

The effectiveness of the CCRC is open for debate. Mark Homan, former president of the Rincon Heights Neighborhood Association, contends that the meetings simply dissipate energy and make the university look good (personal communication, Homan, 2006). This complaint centered on the fact that the community still does not learn about projects in the early stages of planning. However, the CCRC has remained active for many years, and some neighborhood residents do feel that information is now shared more freely (personal communication, Peters, 2002). The CCRC also provides members of the community with access to high level administrators from UA — something that was difficult in the past. From the university's perspective, it is also helpful to have city council representatives attend CCRC meetings because they tend to be more understanding of UA's budget constraints and recognize that the university does not have the resources to do everything that the community would like, such as creating more landscape buffers or addressing the shortage of on-campus housing (personal communication, Gutierrez, 2006).

Synopsis of the Tucson Approach

The Tucson case is one in which the city has no regulatory authority over its resident public institution of higher education. Real estate projects developed on university-owned land are not subject to local land use codes or design standards. The city has no authority to conduct an official review of the university's campus plan. All regulatory control over the University of Arizona resides at the state-level with the Arizona Board of Regents. Despite these severe limitations, citizens of Tucson have been able to exert considerable influence over the acquisition and development practices of the university, relying upon negotiated agreements and media pressure to advance their interests.

The most significant mechanism for controlling the university's land use practices is the Memorandum of Understanding (MOU) signed by the university, city of Tucson, and Rincon Heights Neighborhood Association. The agreement includes very specific provisions regarding the methods by which the university can acquire property and how that property may be used. The MOU followed years of conflict stemming from the university's expansion into the residential neighborhood. Although there are occasional flare-ups, the document has been instrumental in improving town-gown relations. The MOU provides the community with a tool for negotiating with the university.

Although less exacting than the MOU, the Campus Community Relations Committee (CCRC) has also been an important mechanism for the community in dealing with the university on real estate planning and development issues. The monthly CCRC meetings

provide a regular forum for neighborhood residents to learn about university plans and to voice concerns.

The community is savvy in using the news media to its advantage. Neighborhood residents have taken advantage of the eagerness of media outlets to cover controversial issues. The threat of negative publicity is a mechanism that the community has employed on several occasions.

The mechanisms that have been used to manage university real estate development in Tucson are not regulatory, but they are formal tools. With the threat of negative publicity perhaps being the exception, the approaches taken by neighborhood residents are not tacit — on the contrary, they are very explicit. The Tucson case demonstrates that regulatory authority is not a prerequisite for establishing formal mechanisms of control.

The greatest influence over the university's acquisition and development practices has been exerted by volunteer neighborhood associations, not by any official arm of the city. Although the city is a party to the Memorandum of Understanding, it was the neighborhood association that pushed for the creation of this document and, it is the neighborhood association that holds the university accountable to the terms of the agreement.

The role of city leadership has been important but less direct. City officials are credited with empowering the neighborhoods and enabling them to stand up to the university. Residents of Rincon Heights feel that city employees have been very good about working with the community and that representatives (council persons and agency staff) are aware of the pressures the community experiences due to its proximity to the university. However, some Rincon Heights residents feel that the city does not have a sustainable strategy for addressing problems between the university and surrounding neighborhoods. The extent to which council members have been involved in town-gown issues has depended on who held the seat. Over time, some council representatives for Rincon Heights have been more active than others (personal communication, Homan, Esposito, Peters, 2002; Homan, 2006).

The relationship between the University of Arizona and its neighbors has improved significantly over the last decade although it remains fragile. The MOU is a stringent tool, but its effectiveness hinges on the willingness of the university administration to honor the document and the willingness of the neighborhood association members to push an issue. Tucson's neighborhood associations are staffed by volunteers with other commitments and there have been times when it was difficult to sustain momentum (personal communication, Homan, 2006). Furthermore, the university's new president came into office in July 2006. Only time will tell if or how the change will affect town-gown relations.

20

Cleveland, Ohio

The Cleveland case illustrates the importance of "eds and meds" to declining urban cores. Cleveland's educational and medical institutions have been anchors for the city's struggling east side. Four large institutions — Cleveland State University, Case Western Reserve University, University Hospitals, and the Cleveland Clinic — are all located along a four-mile stretch of Euclid Avenue, a main artery that begins in downtown Cleveland and extends through the eastern half of the city. This four-mile expanse has been described as Cleveland's "knowledge corridor." The locations of each institution are shown in Figure 5.

Cleveland State University (CSU) is located at the eastern edge of the downtown area. It is primarily a commuter campus that draws most of its students from Northeast Ohio. It currently enrolls approximately 15,500 students, many of whom are working adults attending on a part-time basis. Throughout CSU's relatively short history (the institution was established in 1964) enrollment has fluctuated. It peaked in the early 1980s and again in the early 1990s at just over 19,000 but has remained near 15,000 for the last 10 years.[9]

Case Western Reserve University (Case) is Cleveland's premier research university. It is located at the eastern edge of the city in Cleveland's University Circle neighborhood. Case is a private institution that enrolls approximately 9,000 students. More than half are enrolled in graduate or professional programs. It draws students from across the U.S. and attracts international students as well.

Figure 5. Cleveland Institutions

---
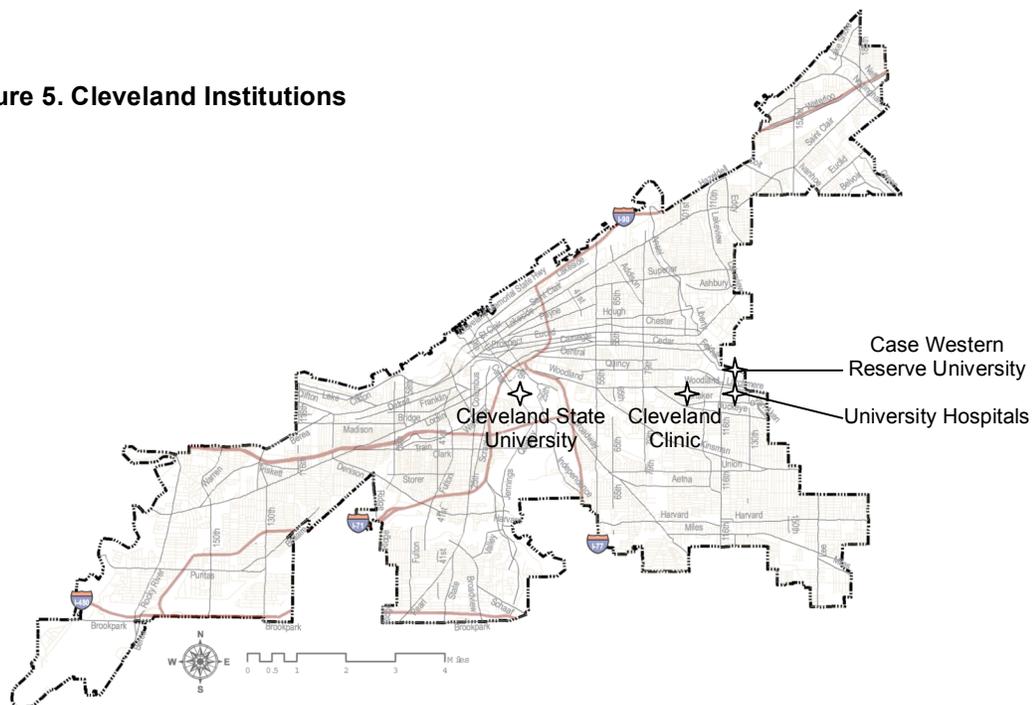
[9] Cleveland State University Office of Institutional Research and Analysis, http://www.csuohio.edu/iraa/

University Hospitals (UH) is located alongside Case Western Reserve University in University Circle. It is formally affiliated with Case, partnering in teaching and research. The University Hospitals campus includes Rainbow Babies and Children's Hospital, Ireland Cancer Center, and MacDonald's Women's Hospital. UH boasts that their partnership with Case creates the largest center for biomedical research in the state.

The Cleveland Clinic is located on a large campus between Cleveland State University and University Circle. It is consistently ranked among the best hospitals in the country and has the nation's top ranked heart center.[10] The Clinic is widely recognized for quality patient care as well as research and education. It also runs a number of community health and civic education initiatives. With approximately 25,000 employees, the Cleveland Clinic is the largest employer in the county.

Both University Hospitals and the Cleveland Clinic are large healthcare systems that include a number of hospitals and medical offices throughout the Cleveland region. This study focuses only on their main campuses in the city of Cleveland.

City and Institutional Planning

Euclid Avenue was once Cleveland's grand avenue. It was lined with mansions owned by the city's wealthiest residents; however, as suburbanization took hold and the central city declined, Euclid Avenue declined as well. Over time, nearly all the mansions were demolished, many remaining structures fell into disrepair, and many lots were converted to light industrial use. Amid the decline, the educational and medical institutions on Euclid have maintained a strong presence, and city and institutional leaders are now trying to capitalize on this in their attempts to revitalize Euclid Avenue. Despite the close proximity of Cleveland State, the Cleveland Clinic, University Hospitals, and Case, there is little synergy along Euclid. However, all four institutions have recently completed new campus plans.

Cleveland State University

Cleveland State University (CSU) lies at the edge of downtown, immediately adjacent to the theater district. Although the university is located in a dense area, there is a clearly defined core campus, and most academic facilities have been confined to that area. The historic theaters at the border of the campus provide a distinct western boundary, and an interstate highway has created an eastern boundary. Some development has occurred along the northern and southern periphery of the campus where vacant and underutilized property is more readily available.

CSU adopted a new campus plan in 2003. This replaced a 1995 plan that failed to reflect the vision of a new administration. The 1995 plan has been characterized as an inward-looking document that analyzed campus facilities, expansion needs, and traffic patterns but gave little attention to the university's environment. The new plan focuses on how to connect the university to the surrounding community and capitalize on opportunities for the university to collaborate with the private sector. According to CSU officials, this represents a critical shift in philosophy (Cleveland State University, 2003).
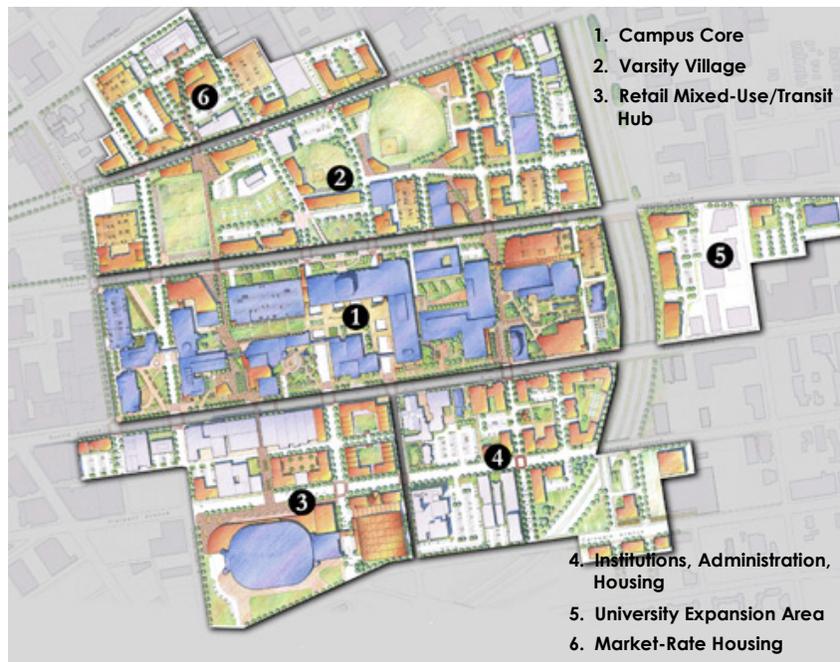
---

[10] Based on rankings by U.S. News & World Report, 2006 Best Hospitals Survey.

The 2003 master plan states that "the new Cleveland State aims to be an integral part of downtown Cleveland. University and private-sector development will transform CSU and the surrounding neighborhood into a vital, thriving downtown destination." To achieve this, the master plan gives priority to increasing the number of students, faculty, and staff who live on or near the campus and creating a more cohesive campus core while at the same time removing real and perceived barriers between the campus and surrounding community.

The vision of the new administration is reflected in the stated goals of the campus plan: connect, collaborate, complement, and conserve. "Connect" refers to connecting the CSU campus to the city and calls for redirecting pedestrian and vehicular traffic, visually connecting the campus to the city by creating views and entryways that direct people to the campus and establishing land uses that serve the campus and the community. "Collaborate" refers to leveraging development opportunities and engaging the private sector to prompt retail and residential development. "Complement" refers to improving the character of campus spaces by developing and implementing design standards, strengthening campus identity, and creating active green spaces. Finally, "conserve" refers to using existing assets and preserving the environment by retaining and restoring historic buildings, encouraging alternative modes of transportation, increasing the efficiency of parking facilities, and improving pedestrian spaces (Cleveland State University, 2003). Figure 6 indicates CSU's core campus and locations for proposed development.

Figure 6. Cleveland State University Campus Master Plan

1. Campus Core
2. Varsity Village
3. Retail Mixed-Use/Transit Hub
4. Institutions, Administration, Housing
5. University Expansion Area
6. Market-Rate Housing

Source: Cleveland State University, Office of the University Architect
http://www.csuohio.edu/campusmasterplan/devareas.html

A master plan steering committee directed the planning process. The committee was comprised of CSU students, faculty and staff, elected officials, key off-campus property owners, and staff members from adjacent community development corporations. In addition to identifying academic needs, the planning process included a market study to assess demand for additional housing, retail, daycare facilities, and other kinds of development on and around campus. University employees and students participated in the market study. Broader participation was invited through a general campus-wide survey, a series of public meetings, and an online forum that allowed users to make comments and offer suggestions.

A draft of the plan concepts was discussed with the city of Cleveland's Design Review Committee and Planning Commission on a preliminary basis, and the final plan was later submitted to the Planning Commission (personal communication, Brown, Boyle, 2006). CSU is currently implementing the master plan; one major academic structure has been built; an administrative building has been fully renovated for use as student housing, and other projects are underway.
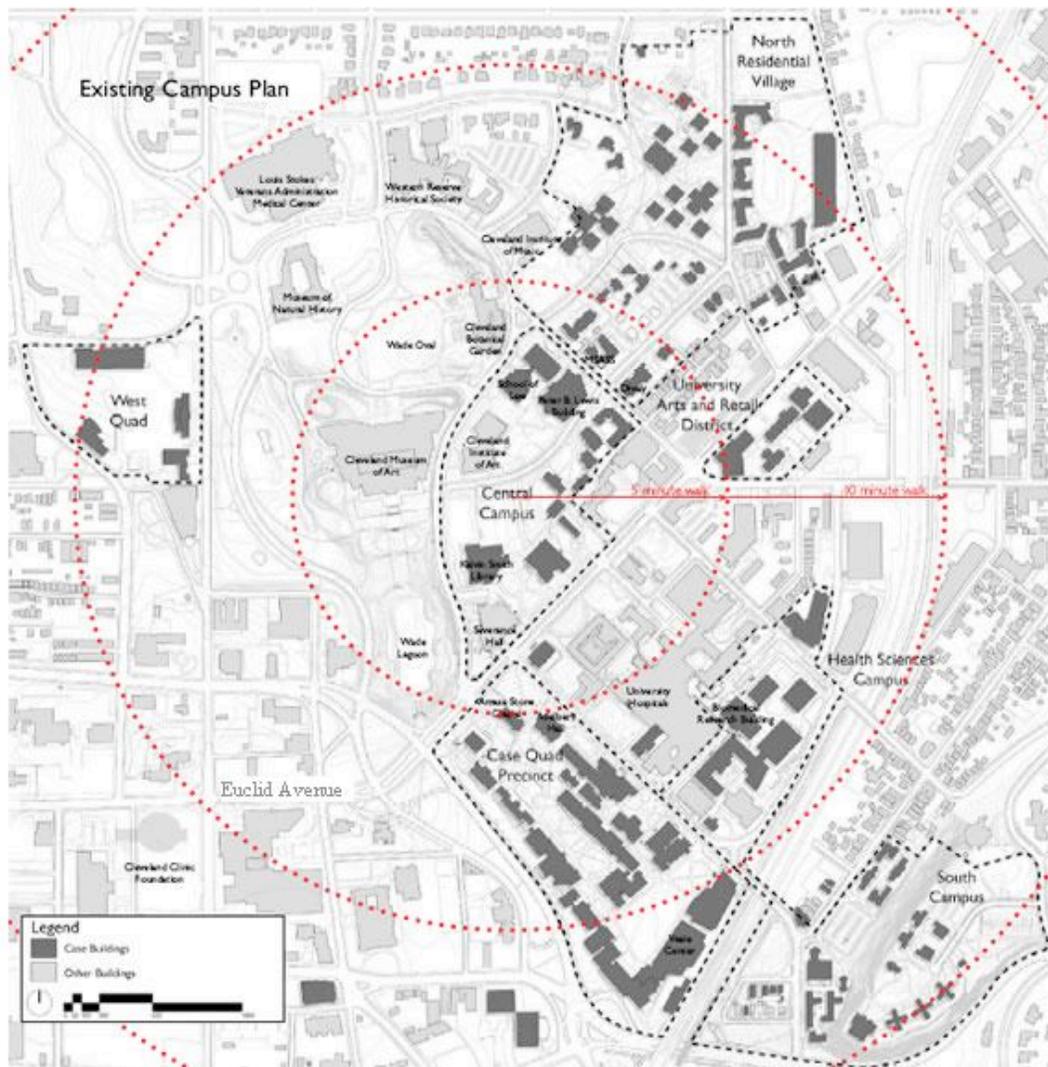
Case Western Reserve University

The master plan recently adopted by Case Western Reserve University has the primary goal of "generating a vision of the university as a unified, connected campus with a clear identity and outward focus." This goal reflects a number of issues that currently challenge the university's ability to present a unified image. First, the campus is spread out over a fairly large area despite being located in a dense neighborhood, and traveling across campus is further complicated by the fact that Euclid Avenue bisects the campus. Second, the Case campus includes a mix of historic and contemporary architecture, which is a challenge to visual unity. Finally, the university's location in University Circle adds an additional complication. University Circle is Cleveland's cultural district, and is home to several other institutions including the Cleveland Museum of Art, Cleveland Institute of Art, Cleveland Institute of Music, Western Reserve Historical Society, Cleveland Botanical Garden, Severance Hall (home of the Cleveland Orchestra), African American Museum, Children's Museum of Cleveland, Cleveland Museum of Natural History, and University Hospitals, among others. Although this provides a remarkable setting for Case, it also makes it difficult to distinguish the university from surrounding institutions (Case Western Reserve University, 2005).

Four focused plans fed into the development of the overall master plan. Separate teams developed an architectural plan, site and landscape plan, utilities and infrastructure plan, and space utilization plan. Each began as a series of site investigations analyzing the existing conditions of the campus. The planning teams also learned about the life and character of the campus through meetings with Case staff, students, faculty, and administrators. The master plan document draws together the findings of each of the four specific plans (Case Western Reserve University, 2005).

Figure 7 shows the Case campus as well as the location of several other institutions in University Circle.

Figure 7. Case Western Reserve University Campus

Source: Case Western Reserve University, www.case.edu/webdev/mplan/camp_exist.htm

Cleveland Clinic

The main campus of the Cleveland Clinic is a large medical complex located between downtown Cleveland and University Circle. The campus is bounded by Chester Avenue to the north, Cedar Avenue to the south, Shaker Boulevard to the east, and East 87th Street to the west. Euclid Avenue and Carnegie Avenue are busy commercial corridors that run through the heart of the campus. Most facilities are located along the main arteries (Chester, Euclid, Carnegie, and Cedar), but the campus is surrounded by a mixed-income, residential community.

The Cleveland Clinic has undergone significant expansion in recent years, boasting a number of new facilities. In the last eight years, the Clinic has built a new research institute, cancer center, eye institute, genetics and stem cell research center, biological resources building, two hotels, and a new office building and parking garage. A $450

million, 950,000-square-foot heart center is currently under construction on Euclid Avenue. It will be accompanied by a new office building, parking garage, and pavilion. A 170-foot tunnel was constructed under Euclid Avenue to facilitate pedestrian traffic between the heart center and parking garage. The Cleveland Clinic's main campus includes more than six million square feet of building and usable space on 130 acres (video archive, O'Boyle, 2005). The heart center will add more than one million square feet of building space to the total (it is expected to open in 2007 and be completed by 2008).

In 2005, the Clinic completed a comprehensive master plan for its main campus. Although the plan has not been released to the public, it has been presented to select stakeholders (personal communication, Brown, 2006). Figure 8 shows the expanse of the campus. The new heart center is indicated near the center of the map.

Figure 8. Cleveland Clinic Campus

Source: Cleveland Clinic, http://www.clevelandclinic.org/maps/campus.htm

<u>University Hospitals</u>

The main campus of University Hospitals (UH) is intermingled with the campus of Case Western Reserve University (shown in Figure 7). It is essentially land-locked with very little room for expansion. The 2005 master plan focuses on how space can be better utilized to serve the current and future needs of the institution. It is based on a comprehensive analysis of current and projected demand for services provided by UH (personal communication, Standley, 2006).

The master planning process included a detailed assessment of each building on campus and examined parking and circulation issues, which are of great concern given the density

of development in University Circle. UH is in the difficult position of having no open space on which to build. The construction of new facilities essentially requires the demolition of older buildings — a politically sensitive issue. Moving patient care facilities off-campus is not considered feasible, because of the need to leverage existing infrastructure. Physical plant operations at hospitals are very sophisticated, making it cost prohibitive to re-create them at a secondary location. Planning for the efficient use of space on the existing main campus is, therefore, critical (personal communication, Standley, 2006).

City of Cleveland Planning Commission

The city of Cleveland is also in the final stages of creating a new master plan. Among the guiding principles of the plan are increasing connections among people and places, as well as building on the city's assets. The plan explicitly identifies Cleveland State, Case, the Cleveland Clinic, and University Hospitals as key assets in the city and seeks to use these assets to advance the city economically. City leaders not only see these institutions as important to job growth, but also to neighborhood development. The new master plan identifies specific development opportunities in each of the city's neighborhoods, including the areas that surround the universities and hospitals (Cleveland Planning Commission, 2006).

The recent planning efforts of the city of Cleveland, Cleveland State, Case, the Cleveland Clinic, and University Hospitals coincide with a major transportation infrastructure project being implemented along Euclid Avenue. The project is being led by the regional transit authority; it centers on a high-speed diesel-electric vehicle that will operate along a tree-lined, raised median to connect downtown Cleveland with University Circle (the city's two largest employment centers). The plan includes new sidewalks, bus stations, pedestrian lighting, public art, and the creation of bike paths between CSU and Case. The larger goal of the project is to "re-establish the attractiveness and importance of the many cultural and historical sites along Euclid Avenue" and "improve regional access to employment, medical, educational, and cultural centers both in and adjacent to the Euclid Avenue Corridor."[11] The institutions' increased interest in redeveloping Euclid, along with the transportation project, have brought renewed hope for the revitalization of the central corridor.

Mechanisms for Managing Institutionally Led Real Estate Development

Cleveland relies primarily on regulatory mechanisms to influence institutionally led development. There are no formal, non-regulatory mechanisms in place, but more tacit approaches are found.

Regulatory Mechanisms

Land use and design review are the regulatory tools used by the city of Cleveland to influence institutionally led development. All four institutions submit to these processes, although for different reasons. Land use review is initiated for all development projects that are inconsistent with existing land use designations as specified in the current zoning

---

[11] http://euclidtransit.org/home.asp

ordinance. Design review is required for projects that fall within defined districts of the city. The entire downtown area is a design review district (the Public Land Protective District), and there are a number of districts along commercial corridors throughout the city. Projects are also subject to design review if they fall within an urban renewal area, defined by the city many years ago. Building permits will not be issued by the city until the land use and/or design review process has been completed (personal communication, Brown, 2006).

The campus of Cleveland State University falls within the Public Land Protective District, however, as a state institution, it is not subject to local land use controls. According to both city and university officials, the university could easily challenge the need to go through the design review process, however, the university has opted not to do so (personal communication, Brown, Boyle, 2006). The university prefers to have city approval and often values the suggestions of the design review committee. Although the university has not followed every suggestion due to cost considerations, it has never tried to move forward with a project the city strongly opposes. University leadership has found that city officials are very supportive of their efforts and have maintained a very cooperative relationship with them (personal communication, Boyle, 2006).[12]

Case Western Reserve University and University Hospitals lie within an urban renewal area and, therefore, all building projects are subject to review by the city's design review committee. A small portion of the Cleveland Clinic also falls within the urban renewal area, although the majority of the campus does not. Despite this, the Clinic has generally brought projects before the design review committee. Some small projects have received administrative approval from the city, but larger projects have been presented to the design review committee. The Clinic has agreed to this process despite the fact that there has been no regulatory requirement in place (personal communication, Brown, 2006).

The city recently created a design review district that encompasses University Circle and the area around the Cleveland Clinic. Not only does the urban renewal district exclude most of the Clinic campus, but it will eventually expire. For some time, University Circle Inc. (UCI)[13] has had its own architectural review board to advise on major projects, but it is a private process. By establishing a design review district, the city has ensured public involvement over the long term. The city of Cleveland planning commission worked with UCI to draft legislation and the city council approved it in December 2006. The legislation went into effect on January 20, 2007.

Through the design review process, the city can not only influence the look of new construction and how it fits with the existing neighborhood, but it can also encourage greater community participation in project planning. At times, city officials have

---

[12] Although Cleveland State University is a public institution, the state of Ohio has limited control over the university's real estate development activities; this is a significant departure from the situation in Arizona.
[13] University Circle, Inc. is a nonprofit organization that serves as both a planner and developer in University Circle. It also assumes an advocacy role for the district and its member institutions. It was originally founded in 1957 to help plan for the "orderly growth" of the district by coordinating planning efforts.

suggested that a developer put more effort into engaging the public before asking for project approval (personal communication, Brown, 2006). City planners also help institutions address town-gown issues before they become contentious. Margaret Carney, Case Western Reserve University's campus architect and planner, found that city planners provided valuable information about other planning efforts near the campus and useful advice about talking with neighbors and community organizations (personal communication, Carney, 2006).

Carney also credits the city planning commission with being very helpful in other aspects of project planning and implementation. As the university sought to redevelop a former hospital site, city planners helped them with zoning and engineering issues, as well as providing thoughtful input on building and site design. The city wanted the project to succeed and moved the process along very quickly. The city planning commission is exploring the idea of creating an "institutional" land use code to accommodate institutional growth in desired areas. At the present time, the areas around the universities and hospitals are marked by a number of different land use codes that do not necessarily reflect current or anticipated uses (personal communication, Brown, 2006).

The planning commission is also a steward of Cleveland's architectural heritage. It has used its authority to issue or deny demolition permits to preserve historical structures. The planning commission is responsible for saving two historic buildings slated for demolition by Cleveland State. The university has since renovated one building and has made plans to renovate the other. This is clearly an important function, as historic structures are often threatened by new development.

Non-Regulatory Mechanisms

No non-regulatory mechanisms to control institutionally led development have been created by the city of Cleveland or any community organizations, although tacit agreements do exist. The city of Cleveland generally seeks to facilitate institutionally led development, viewing the universities and hospital systems as building blocks for transforming the local economy. In most cases, institutionally led development has not been highly contentious in Cleveland; therefore the absence of formal, non-regulatory controls is not surprising.

The physical context of Cleveland's institutions and the city's relatively weak real estate market may help to reduce the level of controversy over development practices. There is abundant vacant and underutilized land around Cleveland State, and most people welcome the university's efforts to revitalize the area (personal communication, Brown, 2006). The residential population around the campus is very small, and residents are not being displaced by CSU's activities. Developable land in University Circle is limited, but the competition for land is primarily among institutions. There have been relatively few clashes with nearby communities. Case and UH have not sought to grow far beyond their traditional borders. The expansion of the Cleveland Clinic has generated more unrest, although opposition has not reached the level that has been found in other cities. Similar to CSU, the Clinic is situated in an area with available land; however, the Clinic

is in a more residential neighborhood and has undergone significant expansion over the years.

The generally amicable environment for institutionally led development in Cleveland is reflected in the relationships between the city and each institution. Although there are no formal mechanisms for communication, university/hospital officials typically keep city officials apprised of planning and development activities. Informal verbal agreements and voluntary cooperation between the city and the institutions have proven to be adequate tools for guiding interactions (personal communication, Brown, 2006).

The city planning commission does not have the authority to require institutions to submit their master plans for review; however, all four institutions have done so voluntarily. In some cases, city officials are informed rather late in the process, but the institutions place some value on having the city approve their plan, even if informally. Any hesitance to share their plans with the city — particularly early in the process — seems to stem from concern over making them public documents before they are ready. In most cases, the institution's own board does not approve the plan until late in the process and administrators are hesitant to share plans that have not yet received board approval. There can also be fear of public outcry over ideas that are only being discussed at a very preliminary stage (personal communication, Brown, 2006). In addition, some institutions see each other as competitors and not want to "show their hand" early in the process (this is perceived to be the case with the Cleveland Clinic and University Hospitals). Although there are such barriers to sharing plans early in the planning process, institutions can benefit from submitting their plans to the city. When a project comes before a land use or design review committee, university/hospital officials have an advantage if they can show that the project is consistent with their master plan. It shows that the project concept was carefully developed and fits into a broader agenda. However, this argument is more effective if the Planning Commission has reviewed and endorsed the plan (personal communication, Brown, 2006).

Synopsis of the Cleveland Approach

Although the city of Cleveland has few regulatory or formal mechanisms to control institutionally led development, it uses the land use and design review processes to influence the development process. In addition, the city has created an environment where institutions are willing to involve the city, even when not required.

The city of Cleveland has taken a position that encourages the growth and development of its universities and medical centers, but in a way that is consistent with other plans for the neighboring communities (personal communication, Brown, 2006). The need for development within the city has not led to an "any development is better than no development" attitude among city leaders. The planning commission has input into the development process, primarily through the design review function. City planners thoroughly review all projects, make recommendations, and sometimes require substantial changes (personal communication, Brown, 2006).

The Planning Commission relies on voluntary cooperation with respect to submission of institutional master plans. The city does not have the authority to require that plans be submitted for review or approval; however the institutions have generally opted to share their plans, often seeking unofficial endorsement (personal communication, Brown, 2006). There are also no formal mechanisms in place to ensure open communication between the city and the institutions, although it appears that this has not been an issue.

Despite having limited tools to influence institutional real estate development, the city of Cleveland has some influence on the development activities of its major universities and medical centers. The institutions have indicated that they see the city as being supportive of their plans and do not perceive the land use or design review processes to be overly burdensome and, in fact, have suggested that they are sometimes very helpful (personal communication, Boyle, Carney, 2006).

Evolving Approaches to Institutional Planning and Development

Historically, campus planning has focused on creating an academic environment that is clearly distinct from the larger community. The goal was not to integrate the campus with society; rather it was to separate it, in effect creating an "island" for intellectual activity.

In *Campus: An American Planning Tradition*, Turner (1984) writes that, "When designing the University of Virginia, Thomas Jefferson described his goal as the creation of an 'academic village.' This term expressed Jefferson's own views on education and planning, but it also summarizes a basic trait of American higher education from the colonial period to the twentieth century: the conception of colleges and universities as communities in themselves — in effect, as cities in microcosm" (p.3). Turner also notes that another trait of American college planning is its spaciousness; campus planners intentionally rejected the "cloister-like" structures found on many European campuses. In fact, he argues that even schools located in cities where land is scarce went to great lengths to create a sense of rural spaciousness. LeCorbusier described the American university as a "world in itself" (Turner, 1984).

For many years, the view of the university as an institution apart from society was strongly reflected in campus planning. However, in recent years there has been a clear shift toward a view of the university as an integral part of the community. Although there are various reasons for this shift in thinking, it partly stems from the recognition that problems plaguing the larger community affect life in and around campus, despite efforts to prevent this. An institution can more effectively address these problems if it is an involved member of society. Bender (1988) writes,

> "Though neither the modern university nor the industrial corporation is enclosed by the city as the guild might have been, both are still deeply involved with the living communities that surround them, whether they identify with these communities or not. The urban university as a significant employer, customer, and actor in the real estate market are all long-played and rather constant roles. Today, however, this historical pattern of issues, opportunities, and tensions has become more problematic insofar as the university (or corporation) is perceived as an outsider institution." (p.293)

Many institutions are now seeking to better connect with surrounding communities, which is reflected in a number of ways including the physical design of campuses. With this has come renewed attention to formal campus plans. Richard Dober, a long-time scholar on campus planning and design, writes that, in the past, "placemaking considerations and objectives" were often held in the minds of institutional leaders and were not documented (Dober 1992). But as the role of the college or university expands and town-gown relationships become more complex, carefully developed plans become more important. According to Dober (1992), "A well-formulated campus plan will define the institution's place within the larger community, justify land ownership, adjudicate site location decisions, mediate conflicts in land uses and circulation systems, and rationalize the construction and extension of infrastructure" (p.4). A similar message is found in Dober's early work (1963), where he argues that the physical planning process should address a number of questions, including:

> "Is the planning comprehensive in that it relates the campus to the community of which the institution is a part? Has the 'town-gown' environment been effectively examined with respect to the institution's physical setting and economic life, land use relationships, circulation patterns, the quality and compatibility of surrounding activities?" (p.176)

Recent campus planning efforts appear to give greater consideration to such questions than many past planning efforts. Although the primary focus of the campus plan continues to be the internal needs of the institution, there is often more emphasis on linkages to the outside world. The extent to which these linkages influence the plan depends in large part on the type of institution. Dober (1992) writes that institutions "vary in purpose, prospects, organizational structure, mission, history, sources of funding, size, location, environs, and combinations of teaching, research, and community service. Self-evidently, these factors and related circumstances help determine the physical forms that shelter, serve, sanction, and signify higher education" (p.3).

The distinct institutional characteristics that Dober refers to and the manner in which they shape campus planning are evident among the various institutions in Portland, Tucson, and Cleveland. What is overlooked in the literature, but addressed in this study, is the role of cities in the campus planning process.

The Portland case study described the planning efforts of two very different institutions — Portland State University (PSU) and Oregon Health & Science University (OHSU). PSU identifies itself as an "urban university," a term that is less reflective of its physical location than of its vision. As described on PSU's website,

> An urban university means much more than being located in a city setting. At the heart of the urban university is its mission to provide high-quality education, shaped by and relevant to the urban community. The urban university draws on the urban setting to enhance the educational opportunities it provides to the community. The urban university also addresses urban issues through education, research, and outreach in order to produce knowledge that applies more generally to urban society.[14]

---

[14] http://www.oirp.pdx.edu/portweb/published_pages/prototype/threads/urban_identity.htm

The role of the urban university is captured in PSU's mission, which is to "enhance the intellectual, social, cultural, and economic qualities of urban life."

By contrast, OHSU does not neatly fit the definition of an urban university or a traditional research university. Although academic and research programs are the primary focus of OHSU, patient care is also a priority. This is reflected in the mission statement, which refers to improving "the well-being of people in Oregon and beyond" through education, research, clinical practice, and community service.

The differences between PSU and OHSU are reflected in their campus plans, but less so in the planning process. While the facility needs are vastly different, the processes by which plans are developed and implemented are similar. This is largely due to the role assumed by the city of Portland. By working with PSU and OHSU to incorporate their plans with the city's district plans and by exercising land use and design review authority, the city has influenced the process and the outcomes. This is also facilitated by the universities' approaches to institutional planning, which have focused on facility needs while still giving considerable attention to the role of the university within the city and region.

The Tucson case presents a very different approach to institutional planning. The University of Arizona is a traditional, residential university with a succinct mission to "discover, educate, serve, and inspire." It is a classic example of an institution that, for many years, gave no attention to formal campus planning. Its first master plan was not unveiled until 1988 — by that time, the relationship between the university and surrounding communities had already soured. A primary goal in creating the master plan was to ease tensions resulting from the growth of the university, and the more recent campus planning process still faced many of the same issues. The struggle for UA in developing a campus plan has been to balance the desire to be more connected to the community while containing the campus (and students) to avoid further conflict with neighbors. In Tucson, the city has not played a strong role in influencing campus development, but an active neighborhood association has had a large impact by pressuring the university to adopt strict acquisition and land use policies. UA's approach to institutional planning has clearly centered on growth management, better utilization of space, and smoothing town-gown relations.

The Cleveland case includes an urban university, a traditional residential research university, and two medical centers. This group represents various approaches to institutional planning. Cleveland State University (CSU) is an urban university with a focus on city and regional affairs similar to that described by Portland State University. Its vision statement expresses the desire to connect with the external community and be a critical force in regional economic development, and its marketing materials carry the message: "The city is our campus." This message is reflected in the campus plan, which emphasizes establishing a greater physical connection with the city. It not only addresses academic needs but the desire to create a dense mixed-use neighborhood around the university.

Case Western Reserve University (Case) is the city's traditional residential campus, located in an area dominated by institutions. The university's recent master plan focuses on better utilization of its space and efforts to distinguish the campus from neighboring institutions. The plan also calls for building stronger connections with the community, although the emphasis is perhaps not as pronounced when compared to the CSU plan. The Cleveland Clinic and University Hospitals have been less public with their campus plans. Both institutions have strong community service programs, but a desire to connect with the community through physical planning is unclear. Their approach to institutional planning seems to focus solely on facility needs.

In Cleveland, the city's role in institutional planning and development is primarily at the implementation phase. The city has not actively participated in institutional planning processes, although it does exert a small degree of influence over how plans are carried out.

In all three cities, institutional plans give attention to establishing linkages with neighborhoods and the larger community. While the focus remains on space utilization, there appears to be a widespread recognition that universities are more appealing and perhaps function more effectively when they are open to the community rather than separated from their surroundings. The physical plans of many institutions now attempt to strike a balance by creating attractive campuses with grand entrances and open greenspace without creating a space that appears isolated from its surroundings. This represents a significant shift from early approaches to institutional planning.

Contrasting Approaches to Institutional Planning and Development

This study uncovered a number of mechanisms that cities and communities can draw upon in an attempt to shape the course of institutional real estate development. It also captured information about how institutions approach the planning process and see their relationship to the larger community, although it was not the primary focus of the research. Figure 9 summarizes the information amassed from each case study.

As stated early in this paper, cities draw on different mechanisms depending on their specific political and regulatory environments. Figure 9 illustrates that Portland relies on both regulatory and non-regulatory mechanisms to influence institutional development. The city of Tucson and its communities rely on non-regulatory mechanisms, given that regulatory control is held by the state. In contrast, Cleveland depends solely on regulatory mechanisms. It should be noted that the mechanisms shown here are based on a limited set of case studies and do not represent the universe of tools available to cities for influencing institutional development. A broader selection of case studies would likely uncover additional tools.

If cities are able to call upon regulatory mechanisms to affect institutional development, they have the advantage of using clearly defined tools that can be legally enforced and difficult to circumvent. In many ways, they afford greater control to a community. However, in come cases, their explicit nature can be a disadvantage. Non-regulatory

mechanisms such as MOUs can address a wider range of issues or purposes. Perhaps their greatest advantage is their ability to compensate for a lack of regulatory control. Disadvantages of non-regulatory mechanisms are that they require voluntary participation by all parties to enter into such agreements and there is no legal recourse if a party violates the terms of the agreement. They can also be terminated at will.

The other non-regulatory mechanisms shown in Figure 9 (found in Tucson) have advantages and disadvantages as well. Using the media to wage a public relations fight can be an effective tool for a community, but it is also highly confrontational. The community relations committee formed to address issues of concern to the University of Arizona and its neighbors received mixed reviews regarding its effectiveness. Because each type of mechanism has advantages and disadvantages, cities and communities can benefit from having a variety of tools available. Stricter regulation may not necessarily be the most effective approach to influencing institutional development.

Figure 9. Mechanisms Influencing Institutional Development

			Portland	Tucson	Cleveland
Mechanisms to Influence Development	regulatory	campus growth boundary*		✓	
		land use code	✓		✓
		design standards	✓		✓
	non-regulatory	formal agreements (MOUs)	✓	✓	
		committees		✓	
		public relations		✓	
Institutional Planning	planning process	collaborative	✓		
		cooperative		✓	✓
		closed			
	city-campus connection	integrated campus	✓		✓
		connected campus		✓	✓
		closed campus			

* state imposed

Figure 9 also attempts to capture the various ways in which institutions can structure the planning process and how they see the campus in relation to the community that lies outside. Portland's planning process is depicted as being "collaborative." Although university and city planning efforts have been disjointed at times and required reconciliation of differences, the city and the two universities work together to develop a single plan that encompasses city and university goals. This level of collaboration

between cities and institutions appears to be rare. Tucson and Cleveland are both shown to have "cooperative" planning processes. Institutional planning processes were largely internal and driven by institutional needs, however, there was some level of information sharing and public participation involved (although fairly limited in the case of Cleveland's two medical institutions). The extreme case is one in which an institution adopts a completely closed process and elects not to share information with city officials or community members. This approach was not found among the three case studies.

With respect to institutions' views of how their campuses should link to the city and surrounding communities, we found that institutional plans reflected a desire to create stronger connections. Some institutions expressed the need to more fully integrate the campus with surrounding neighborhoods, while others emphasized building linkages while maintaining a clear campus identity and establishing buffers between the campus and community.

Lessons Learned

The goal of this research is to identify the mechanisms that cities use to manage institutionally led real estate development and guide interactions with residents of surrounding neighborhoods and the larger city. This information will guide those who seek to establish more collaborative and sustainable relationships between cities and institutions.

The beginning of this paper presented a framework in which the level of influence a city or community holds over institutional development is a function of both the existence and strength of regulatory and non-regulatory mechanisms. If the three case studies are considered in the context of this framework, what can be learned? There are considerable differences in the regulatory and non-regulatory tools available to the three cities, and this translates into varying levels of influence.

Portland benefits from strong regulatory mechanisms, given that all institutions, public and private, are subject to the city's land use ordinances and design standards. Although regulations do not restrict where institutions can acquire and develop land, they prevent institutions from changing land uses without approval or constructing buildings that are incompatible with surrounding structures. Portland also uses the land use code to encourage development in desired areas by assigning an institutional land use code that accommodates buildings of the needed size and scale.

The city of Portland has also entered into formal agreements with Oregon Health & Science University and Portland State University to address issues related to real estate development. These agreements are important non-regulatory mechanisms that articulate the specific responsibilities of various parties in implementing redevelopment plans. This is essential, given that multiple city agencies and university departments are involved in the projects. With strong regulatory mechanisms supplemented by non-regulatory mechanisms, Portland seems to exhibit the greatest level of influence over institutional development among the three cities in this study.

In **Tucson**, the city has no regulatory control over the University of Arizona, a state-controlled university. However, the Arizona Board of Regents (ABOR) has adopted strict policies to guide the land acquisition and development practices of its institutions. ABOR has also adopted a planning boundary for each university. This has not prevented conflict over the University of Arizona's expansion practices, but it has provided some measure of control.

To compensate for the lack of regulatory authority at the local level, civic associations have taken a very active role in Tucson. This has led to the creation of a formal (although non-regulatory) mechanism to guide university development. Specifically, policies affecting university development are spelled out in a Memorandum of Understanding (MOU). Through the MOU, the university has agreed to very precise terms about where it can acquire property, when owners can be approached, and how property can be used. The same MOU that establishes terms for land acquisition and use also establishes terms for communicating with the community on acquisition and development issues. In addition, a Campus Community Relations Committee (CCRC) was formed in Tucson to serve as a forum for the ongoing exchange of information between university officials and community members. Although Tucson has strong non-regulatory tools, the city's influence is limited by the lack of regulatory controls.

Like Portland, **Cleveland** relies primarily on land use and design review to influence institutionally led development, but its regulatory authority is more limited than Portland's. First, the city of Cleveland cannot require the state-controlled university (Cleveland State University) to submit to these processes — the university has opted to do so voluntarily. Second, design review is only applicable in specified areas of the city — either designated design review districts or urban renewal areas. The city recently created a design review district to encompass University Circle, which includes several large institutions; however design review is still not a citywide process. Non-regulatory mechanisms have not been introduced to address limitations of the regulatory mechanisms. Cleveland has some influence over institutional development, but its influence is diminished by the limited ability to enforce regulatory mechanisms in all cases and the lack of non-regulatory controls to compensate.

Among the three cities, there were few mechanisms, formal or informal, to guide interactions with residents of surrounding neighborhoods or the larger city. The most structured approach was found in Tucson. Both the cities of Portland and Cleveland appear to take a strong stand to protect the public interest when reviewing development projects, however, there are no formal or informal mechanisms in place to guide interactions with city residents, with the exception of the land use and design review processes. These processes allow for public comment and provide the opportunity for city officials to raise concerns about how projects will impact the community or about the extent to which residents were engaged in the planning process. Neither city has created a mechanism with a structure or purpose similar to Tucson's CCRC.

Master planning review is not used to *regulate* land use by institutions in any of the cities included in this study. The cities have no regulatory authority to require that plans be

submitted to the city for review or approval. However, city officials were either involved in the planning processes or presented with institutional master plans for informational purposes. The University of Arizona involved city officials through public planning meetings. In Cleveland, city representatives were not involved in the planning process, but all four institutions shared their master plans with the city planning commission toward the end of the process. Portland's planning staff had the most significant role in institutional planning. Although there is no formal process for institutional plan review, city planners and university leaders worked together to incorporate key elements of the universities' plans into the city's district plans.

Based on these findings, Figure 10 depicts the three case studies in the context of the proposed framework.

Figure 10. City/Community Influence on Institutional Development
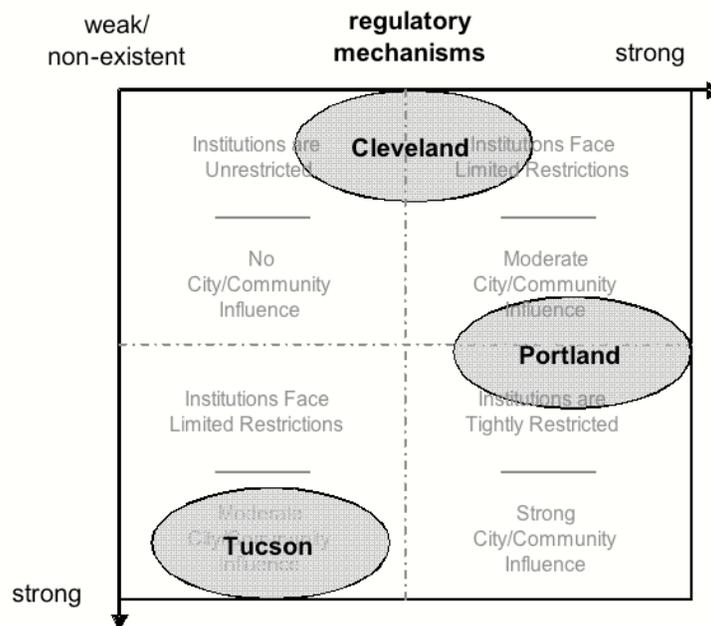
The location of Portland within the model acknowledges the existence of strong regulatory mechanisms and explicit non-regulatory mechanisms (MOUs) but also recognizes that there are no specific mechanisms in place to directly guide interactions with the community. The model shows the lack of regulatory controls in Tucson but the existence of strong non-regulatory mechanisms (MOUs, CCRC). The location of Cleveland illustrates the non-existence of non-regulatory controls and the existence of limited regulatory control.

It is apparent that the three case studies do not follow a strict continuum based on the level of influence exerted by the cities — they do not fit neatly within a single quadrant of the model; however, the framework does capture variation in influence based on the existence and strength of regulatory and non-regulatory mechanisms. The framework does not suggest that more regulation is necessarily "better" for cities. As stated earlier,

38

cities and communities benefit from the opportunity to use different types of tools to influence development. Portland seems to exhibit the greatest level of influence over institutional development among the three cities, based on its strong regulatory mechanisms supplemented by non-regulatory mechanisms. The model captures this by showing Portland partially within the lower right quadrant. Tucson is the one case that falls within a single quadrant, reflecting its strong non-regulatory mechanisms but lack of regulatory controls. The model shows the limited influenced exerted by Cleveland in relation to the other two cities by indicating the lack of non-regulatory mechanisms and the diminished power of its regulatory controls.

Lessons for City and Community Leaders

The case studies offer a number of important lessons for city and community leaders trying to better manage institutionally led real estate development. They must consider how to use the mechanisms that are available to them most effectively and how to find solutions where mechanisms are not in place or are ineffective. To exert any significant level of influence, cities may need to rely on different types of mechanisms.

The land use and design review processes are important regulatory mechanisms for influencing institutionally led development. However, to maximize their usefulness, cities must have regulations that encompass all areas of the city and all institutions must be subject to those regulations. Land use ordinances generally cover all property within the city, but in one case (Cleveland), design review was limited to projects in designated areas. It has not been a problem up to this point, given that institutions have voluntarily participated in the process, but there is no guarantee that they will continue to do so in the future. Cities would be best served by adopting regulations that cover all property within the jurisdiction.

The second issue is more complicated because state-controlled universities are generally exempt from local regulation. The public university in Cleveland submits projects to the city's design review board, but could challenge any attempt by the city to require it to do so. Arizona's public universities do not adhere to local land use regulations or design review processes. Portland was the exception, where both public universities were subject to local regulation. For cities to exact more control over public universities would require appealing to state representatives to change laws governing state-owned land. This would no doubt be quite difficult, but the Portland case demonstrates that it is possible to have such an arrangement.

Another lesson that can be derived from the case studies is that, while cities may have limited regulatory control over institutionally led development, other types of formal agreements can compensate. The Tucson case most clearly demonstrates this. The city has no legal control over the acquisition and development practices of the University of Arizona, but through a Memorandum of Understanding, the city, a neighborhood association, and the university (through the state board of higher education) agreed to specific policies related to university land acquisition and use. The strict nature of the MOU reflects the contentious nature of town-gown relations in Tucson.

It is important to note that a volunteer-run neighborhood association was the impetus behind the Memorandum of Understanding in Tucson. Although the city was a party to the agreement, neighborhood residents pushed the process. It raises the question of whether civic associations may have an advantage over the city in demanding cooperation from large institutions. Although volunteer associations must rely on the efforts of individuals with other primary responsibilities, they may be less susceptible to political pressure. City officials must consider how conflict over development issues might affect their on-going relationship with an institution.

Institutional master planning review does not appear to be a strong tool for cities in managing institutionally led development. The three cities included in this study have no authority to *require* that plans be submitted for review or approval. However, the Portland case provides an important lesson for both city and institutional leaders. City planners worked with university officials (at both Portland State University and Oregon Health & Science University) to integrate the goals of the institutions with the goals of the city. This level of coordinated planning seems to be rare.

Current relationships between cities and institutions are clearly affected by the history of town-gown relations. Some relationships reflect a history of conflict, while others reflect a history of cooperation. It is important for city leaders to take a long-term view when considering approaches to managing institutionally led development. Over time, changes in leadership and changes in the real estate market can affect relationships and possibly increase the need for formal mechanisms. If mechanisms are in place and policies governing institutional-led real estate development are clear, it can reduce the possibility of good relationships turning sour.

In the introduction, this paper referred to a finding indicating that relations between universities and city governments tend to be task-oriented and subject to political and personal vagaries (Wiewel & Perry, 2005). In some respects, the case studies presented in this paper provide some additional support for this conclusion. Formal mechanisms to manage institutionally led real estate development are limited, and there are several examples of institutions cooperating with city officials on a voluntary basis. This suggests a fragile situation that might not be sustainable over the long term.

Yet the case studies also illustrate that, although cities do not have a great deal of control over institutions, they are not completely powerless. Even in cases where regulatory tools are limited, cities and communities can influence institutional planning and development. By effectively utilizing available mechanisms, finding creative solutions where formal tools are lacking, and forging strong relationships, cities and communities can affect the actions of large institutional developers.

References

Austrian, Z. & Norton, J. (2005). An Overview of University Real Estate Investment Practices. In Perry, D.C. & Wiewel, W. (Eds.), *The University as Urban Developer: Case Studies and Analysis* (pp. 193-221). Armonk, NY: M.E. Sharpe, Inc. and the Lincoln Institute of Land Policy.

———. 2002. *Urban Universities and Real Estate Development*. Maxine Goodman Levin College of Urban Affairs, Cleveland State University.

Bender, T. (1988). Afterword. In T. Bender (Ed.), *The University and the City: From Medieval Origins to the Present,* (pp. 290-297). New York, NY: Oxford University Press.

Bureau of Planning, City of Portland, Oregon. (August 1988). *Central City Plan*.

———. 1995. *Recommended University District and River District Plans,* March.

———.2002. *South Waterfront Plan*. Accessed on:
<http://www.portlandonline.com/shared/cfm/image.cfm?id=59769>

———. 2003. *Marquam Hill Plan*. Accessed on:
<http://www.portlandonline.com/shared/cfm/image.cfm?id=58712>

Case Western Reserve University. (2005). *Master Plan*. Accessed on:
<http://www.case.edu/webdev/mplan/>

Cleveland State University. (2003). *Campus Master Plan*. Accessed on:
<http://www.csuohio.edu/campusmasterplan/>

Dober, R.P. (1963). *Campus Planning*. New York, NY: Reinhold Publishing Corp.

———. 1992. *Campus Design*. New York: John Wiley & Sons, Inc.

Memorandum of Understanding Between City of Portland, Oregon and Oregon Health & Science University, July 14, 2004.

Memorandum of Understanding Between the University of Arizona, Rincon Heights Neighborhood Association and City of Tucson. Accessed on:
<http://w3.arizona.edu/~cfp/adopted_campus_plans/lrdvp_plans/scap/mou.htm>

Norton, J. & Austrian, Z. (2003). *The Role of Colleges and Universities in Neighborhood Real Estate Development*. Maxine Goodman Levin College of Urban Affairs, Cleveland State University.

Perry, D.C. & Wiewel, W. (2005). *The University as Urban Developer: Case Studies and Analysis*. Armonk, NY: M.E. Sharpe, Inc. and the Lincoln Institute of Land Policy.

Planning Commission, City of Cleveland, Ohio. (2006). *Connecting Cleveland: 2020 Citywide Plan*. Accessed on: <http://planning.city.cleveland.oh.us/cwp/cpc.html>

Planning Department, City of Tucson, Arizona. (May 1989). *University Area Plan*. Accessed on: <http://www.tucsonaz.gov/planning/plans/area/univap.pdf>

Turner, P.V. (1984). *Campus: An American Planning Tradition*. Cambridge, MA: The MIT Press.

University of Arizona. (April 1988). *The University of Arizona Comprehensive Campus Plan*. Accessed on: <http://www.cfp.arizona.edu/campus_plan>

————. June 2003. *The University of Arizona Comprehensive Campus Plan*. Accessed on: <http://web.arizona.edu/~cfp/Introduction_draft.htm>

University District Coalition. (January 2005). *University District Coalition Vision Report*. Accessed on: <http://www.fap.pdx.edu/planning/coalition/Vision_01-26-05.pdf>

Methodology

As described briefly in the introduction, this research uses a case study approach to identify mechanisms that cities use to influence institutionally led real estate development. While researchers must be cautious about making broad generalizations based on a small number of case studies, this approach allows for more in-depth study of complex issues and the ability to discern lessons that may be applicable in other situations.

Two cases from our previous work were selected for further study because the city or community exhibited a high level of involvement in university planning and development. In both Portland, Oregon and Tucson, Arizona, universities face fairly tight restrictions with respect to planning and development, despite having very different political and regulatory environments. Our earlier research found that Portland, Oregon, offers an interesting model of collaborative planning between the city and its universities. This research involves a more detailed examination of the relationship between the city and the universities on planning and development issues, focusing on how they contend with competing interests and the mechanisms that the city employs to control university development activities. Tucson, Arizona was selected for further study due to the presence of strict *community* controls over university planning and development to compensate for very limited local government authority. Cleveland is an exploratory case study. It was selected for study based on a recent surge in development activity among multiple institutions in the city, but the extent of local government involvement was unknown prior to this research. The three case studies also allow for comparison of approaches to managing institutional development in both growing cities (Portland and Tucson) and declining cities (Cleveland).

We relied on primary and secondary data sources to gather information on each case study. Much of the information was obtained via interviews with key individuals in local government, community organizations, and universities and medical centers. We focused on those individuals who work most directly with institutions on planning and development activities and those who direct those activities for institutions. We identified these persons in various ways. For the Portland and Tucson case studies, we contacted some individuals that we spoke with when we conducted our earlier research. We identified others through conversations with these individuals and through a review of secondary data sources (e.g. newspaper articles, websites). In a few cases, individuals referred us to another person within their organization who would be more knowledgeable on the subject. For the Cleveland case study, we relied on local knowledge to make the initial contacts and then relied upon referrals and secondary materials to identify other interviewees. The specific individuals interviewed for the three case studies are listed below.

When an email address was available, we sent an email message to the potential interviewee that described the purpose of the study and the reason for contacting them.

This was followed-up with a telephone call or email to schedule an interview. When an email address was not available, the initial contact was by telephone.

Interviews for the Portland and Tucson case studies were conducted by telephone and generally lasted between one and one and a half hours. The Cleveland interviews were conducted in person (with one exception, conducted by telephone). Interviews followed a discussion format, rather than a strict question and answer format, although we attempted to focus the conversation on the research questions guiding the study. Some background information reported in this paper was derived from interviews completed during the previous study.

Secondary data sources included planning documents, formal agreements, newspaper articles, website information, and other relevant materials. Information derived from these sources was used to supplement information gathered through the interview process. It also provided background information that helped prepare for the interviews.

Interviews

Debbie Berry
Vice President for Development
University Circle Incorporated (Cleveland)
Interview: October 6, 2006

Jack Boyle III
Vice President for Business Affairs and Finance
Cleveland State University
Interview: September 22, 2006

Robert Brown
Director
Cleveland Planning Commission
Interview: September 5, 2006

Margaret Carney
Assistant Vice President, Campus Planning and Design
Case Western Reserve University
Interview: September 25, 2006

Lindsay Desrochers
Vice President for Finance and Administration
Portland State University
Telephone Interview: August 24, 2006

Troy Doss
Senior Planner
Portland Bureau of Planning
Telephone Interview: August 15, 2006

Jaime Gutierrez
Associate Vice President of Community Relations
University of Arizona
Telephone Interview: August 30, 2006

Mark Homan
Recent Past President
Rincon Heights Neighborhood Association (Tucson)
Telephone Interview: August 22, 2006

Roger Howlett
Principal Planner
City of Tucson Department of Urban Planning and Design
Telephone Interview: August 25, 2006

Rebecca Ruopp
Principal Planner
City of Tucson Department of Urban Planning and Design
Telephone Interview: August 25, 2006

Steven Standley
Senior Vice President of System Services
University Hospitals
Telephone Interview: October 19, 2006

Mark Williams
South Waterfront Project Director
Oregon Health & Science University
Telephone Interview: August 25, 2006

Mike O'Boyle
Chief Operating Officer
Cleveland Clinic
Public Forum: *Dynamic Developments*, August 5, 2005
Maxine Goodman Levin College of Urban Affairs
Video Archive

2002 Interviews

(2002 interviews provided background information.)

Steve Dotterer
Principal Planner
City of Portland Bureau of Planning
Interview: August 13, 2002

Abraham Farkas
Director of Development
Portland Development Commission
Interview: August 13, 2002

Jaime Gutierrez
Assistant Vice President, Office of Community Relations
The University of Arizona
Interview: March 11, 2002

David Harris
Assistant Executive Director for Financial Affairs and Capital Resources
Arizona Board of Regents
Interview: March 14, 2002

Susan Hartnett
Project Manager
City of Portland Bureau of Planning
Interview: August 13, 2002

Mark Homan and Joseph Esposito
Rincon Heights Neighborhood Association (Tucson)
Interview: March 12, 2002

Jay Kenton
Vice President for Finance and Administration
Portland State University
Interview: August 15, 2002

Melodie Peters
Rincon Heights Neighborhood Association
Interview: March 12, 2002

Chuck Pettis
Real Estate Consultant
The University of Arizona Foundation
Interview: March 11, 2002

Charles Poster
Associate Professor
College of Architecture, Planning & Landscape Architecture
The University of Arizona
Interview: March 11, 2002

Daniel Potter and Gary Aas
Vice President, Chief Operating Officer
College Housing Northwest (Portland)
Interview: August 14, 2002

Erika Silver
Vice Chair
Downtown Community Association (Portland)
Interview: August 14, 2002

Nohad Toulan
Dean, College of Urban and Public Affairs
Portland State University
Interview: August 15, 2002

Joel Valdez
Senior Vice President for Business Affairs
The University of Arizona
Interview: March 11, 2002

Mercy Valencia
Director, Space Management
The University of Arizona
Interview: March 12, 2002

Bruce Wright
Associate Vice President, Economic Development
Chief Operating Officer, University of Arizona Science and Technology Park
Interview: March 13, 2002

Appendix B

MEMORANDUM OF UNDERSTANDING
BETWEEN
CITY OF PORTLAND, OREGON
AND
OREGON HEALTH & SCIENCE UNIVERSITY

The parties to this Memorandum of Understanding ("MOU") are the City of Portland, Oregon ("City"), a municipal corporation and Oregon Health & Science University ("OHSU") a public corporation. The MOU shall be effective on the date set out on the final page of this MOU.

RECITALS

a) The City and OHSU recognize that their future is intrinsically linked and that the success of each is based in part on their mutual cooperative efforts. OHSU and the City wish to establish through this MOU a continued partnership on a wide array of issues as well as an agreement about specific tasks and activities that each party will undertake and complete to advance their missions and ongoing success. Both parties recognize that achievement of the actions and goals described in this MOU are mutually beneficial.

b) For over five years the City and OHSU have worked collaboratively on two long range planning efforts, the *Marquam Hill Plan* (MHP) and the *South Waterfront Plan* (SoWaP) that will guide and influence OHSU's future development on Marquam Hill and in the Central City.

c) To assure that certain outcomes contemplated in the MHP and SoWaP are achieved within a reasonable time frame, the City and OHSU are entering into written agreements that detail the necessary actions that are the responsibility of each party. The Portland Development Commission signed a Development Agreement with OHSU and other parties that addresses the SoWaP elements. This MOU reflects the partnership and cooperation between OHSU and the City and focuses on the implementation of the MHP elements.

d) Many of the items included in this MOU address and implement the MHP. With plans to develop or redevelop over 3 million square feet on Marquam Hill over the next 30 years, OHSU is the single largest development on Marquam Hill, which also includes the Veterans Affairs Medical Center and Shriners Hospital for Children. The MHP includes many objectives and actions that are aimed at encouraging OHSU's continued progress on Marquam Hill while minimizing and mitigating impacts on the surrounding residential area, parks and natural areas. This MOU focuses on the critical growth and mitigation elements to ensure the public interest is furthered while OHSU continues its expansion on Marquam Hill.

e) Items included in this MOU generally state an intention to complete specific tasks or activities or a willingness to continue to discuss the tasks until agreement is reached. An Intergovernmental Agreement (IGA) or other instrument that provides for funding is required

to bring some of the items to fruition. For some, an IGA or other agreement has already been completed. For others, further discussion and refinement is needed before an IGA or other agreement can be negotiated and prepared. Items that require further negotiation include a specific time frame for completion of a funding agreement. Still others do not require a funding agreement and their implementation and monitoring is detailed in this MOU.

f) This MOU also contains a mechanism for ongoing communication between OHSU, the City and the community and periodic assessment of the City's and OHSU's efforts to implement the objectives of the MOU. As the City's and OHSU's mutual objectives evolve, this MOU will serve as a means to incorporate those new and amended goals.

I. EDUCATION AND JOB PREPARATION

a) OHSU and the PDC will actively work with a variety of organizations in Portland and Oregon that pursue and provide elementary, secondary and higher education to assure that more Oregonians are prepared for jobs in bioscience, biomedicine, bioengineering and biotechnology. Both organizations will actively encourage and advocate for adequate funding for educational programs that will fulfill this goal. OHSU and PDC will seek to partner with organizations such as Portland State University, Portland Community College, Oregon University System, Portland Public Schools, the Institutional Coalition and others in achieving this outcome.

b) Currently OHSU has a rich set of programs that seek to advance science education throughout Portland and Oregon. These programs 1) attract children in secondary and higher education to health and medicine related fields; 2) provide education, information and services to classroom teachers and school administrators; 3) develop OHSU faculty, students and staff to be better teachers, mentors and translators of science; 4) provide scientific education to the general public; and 5) develop and improve OHSU's infrastructure to support these programs. The 2002 grants received by OHSU that help implement these programs totaled over $1.2 million. OHSU will continue to maintain and expand these "pipeline" programs and seek funds for the maintenance and expansion of these efforts. Exhibit A of this MOU compiles and describes the current programs and some of the ideas for additional grants that are being sought.

c) OHSU and the City are specifically concerned that the pipeline of students enrolled in science and math programs are at a 40-year low. To begin reversing this trend, OHSU is interested in strengthening links between OHSU and the Portland Public Schools (PPS) science and math programs. The City has a strong and ongoing relationship with PPS. To further OHSU's goal, the City will act as liaison and help establish and maintain contacts between OHSU and PPS. The City and OHSU will also collaborate with Portland State University, an important partner in this effort.

d) By February 1, 2006 and annually thereafter, OHSU and the City will produce a report, as part of their mutual periodic assessment process, that describes their ongoing efforts with regard to Education and Job Preparation. As part of this assessment, the City and OHSU will compile and describe current programs and identity strategies for additional programs, if appropriate.

II. BUILDING A BIOSCIENCE INDUSTRY

a) OHSU and the City will actively work with a variety of organizations in Portland and Oregon to pursue the development of a bioscience industry. These efforts will be aimed principally at marketing, networking, commercialization efforts, development of venture capital and gap funding, and other activities to simulate and promote the bioscience, biomedicine, bioengineering and biotechnology in Portland. A key goal of this collaboration is to consolidate interests and efforts around the development of a Science and Technology Quarter in Portland's Central City. OHSU and the City will seek to partner with organizations such as the Portland Development Commission (PDC), Oregon Economic Development Commission, Oregon Bioscience Association, Portland State University, the Institutional Coalition and others in achieving this outcome.

b) The City and OHSU agree to participate in the bioscience industry development strategies outlined in, or referred to in Section 11 of the South Waterfront Development Agreement for the life of that Agreement.

c) By February 1, 2006, and annually thereafter, OHSU and the City will produce a report, as part of their mutual periodic assessment process, describing their ongoing efforts with regard to building a Bioscience Industry. As part of this assessment, the City and OHSU will compile and describe current programs and identify strategies for additional programs, if appropriate.

III. OHSU SOUTH WATERFRONT PLANNING

a) The City and OHSU agree to continue to work to implement the South Waterfront Plan and to coordinate planning efforts throughout the district. Coordination efforts will focus on OSHU development within the Central District and within those portions of the district recently donated to OHSU to develop the university's Schnitzer Campus. OHSU agrees to participate in ongoing planning efforts in South Waterfront designed to implement the Greenway Development Plan, Portland Streetcar extension, implementation of the South Waterfront Street Plan, and other efforts affecting their properties within the district.

b) The City agrees to assist OHSU in master planning efforts related to the development of the new Schnitzer Campus as this campus begins to evolve and develop over the life of the MOU.

c) OHSU and the City will continue to focus on the development of a Science and Technology Quarter within the Central City as a part of continued planning efforts within the Central City and specifically within the South Waterfront District.

IV. NATURAL RESOURCE STEWARDSHIP

a) The City and OHSU recognize the importance of a healthy environment to the health of human beings and wildlife. OHSU and the City support preservation of the natural resources in parks, natural areas, and undeveloped lands surrounding OHSU. The City and OHSU agree that it is important to identify significant natural resources in these areas, and to develop and implement strategies to protect, enhance and restore health and function of natural resources on the Hill. The City and OHSU also agree that such strategies should reflect the following principles:

   1) Development and resource management decisions will take into consideration watershed conditions and goals. Development and resource management decisions will also take into consideration how those decisions will affect interrelationships between hydrology e.g., stream flow, stormwater runoff), water quality, and habitat health.

   2) Development decisions will aim first to avoid impacts to natural resources. If this is not feasible, then such actions will minimize impacts and mitigate impacts that are unavoidable.

b) The Portland Bureau of Planning is currently updating the City's inventories of significant natural resources to reflect recent science and new information regarding water bodies, riparian resources and wildlife habitat. This work will be compatible with Metro's recently adopted inventory of regionally significant fish and wildlife habitat areas but will contain a greater level of detail. The updated inventory will be used to inform an update to Portland's current environmental zoning program, the Willamette River Greenway Program and other programs. It will also provide helpful information in designing and implementing revegetation and stewardship projects.

   The City will collaborate with OHSU during completion of the natural resource inventory update, and during development of subsequent protection and enhancement program tools. The BOP will provide OHSU with Metro inventory information, newly developed information on streams and vegetation, and draft City inventory maps (if available) for lands owned by OHSU within the Marquam Hill Plan District. The BOP will also collaborate actively with OHSU in conducting an analysis of the Economic, Social, Environmental, and Energy (ESEE) consequences of allowing conflicting uses in identified resource areas to ensure that OHSU priorities are adequately considered in determining appropriate levels of resource protection and conservation.

   OHSU will review and provide input on the accuracy of the City's inventory and will provide additional detail of natural resources not included on the City inventory. OHSU will provide the City with permission to enter their property for resource verification purposes.

c) OHSU will utilize the inventory information discussed above to develop a proactive natural resource protection and enhancement strategy with goals and targets to address:

   • Protection and conservation of resource values and function in accordance with City regulations.

- Invasive species removal and revegetation with an emphasis on native vegetation (including a commitment that landscaping on OHSU's Marquam Hill Campus will not include plants identified as nuisance or prohibited plants on the Portland Plant List)

- Stormwater management (see below)

- Stream channel, riparian and upland habitat restoration and protection.

- Coordination with the stewardship activities of local neighborhood and environmental organizations – including participation in their efforts and outreach to promote these activities with OHSU staff and the nearby community

- OHSU internal decision-making policies for facilities management to avoid, minimize and mitigate impacts on natural resources (e.g. environmentally-sensitive landscape maintenance practices)

- Employee training – e.g., construction, maintenance

OHSU will coordinate with the City in developing the draft strategy, and will provide the draft strategy for City review. The City will comment on the draft and provide technical assistance to support implementation of the strategy (e.g. designing cost-effective projects to remove invasive species and Naturescaping classes for employees).

The City will schedule and participate in discussions with OHSU, the Three Rivers Land Conservancy, and potentially other stakeholders to address invasive species concerns. OHSU will participate in these discussions in good faith. Participants will explore options for creating a coalition to develop and implement an invasive species removal strategy.

d) OHSU will develop a work plan to complete the natural resource items outlined in sections a through c above within 6 months of the effective date of this MOU. The natural resource strategy initiated will be implemented within 1 year of the completion of the work plan. If the City inventory is not complete within 6 months of the effective date of the MOU, the timelines in this Section will be delayed 1 year or until the inventory update is complete.

e) OHSU will pursue a significant dedication or conservation easement for OHSU's Open Space zoned land located in the southern area of the Marquam Hill Campus. The dedication or easement will be granted to the City of Portland for park and open space uses. The Open Space area is approximately 45 acres in size representing one of the largest park donations to the City of Portland in recent history. This dedication or grant will be made without cost to the City of Portland. This grant represents OHSU's commitment to natural resource protection on Marquam Hill and will help further the City's objectives in preserving and acquiring parks lands for future generations

V. TERWILLIGER PARKWAY STEWARDSHIP

a) The City and OHSU recognize and value the unique characteristics of Terwilliger Parkway. Both parties support the policies of the Terwilliger Corridor Parkway Plan and the Terwilliger Parkway Design Guidelines as reflected in the MHP. As a successor to one of the original land donors that created Terwilliger Parkway, OHSU has a special history and ongoing commitment to the Parkway vision first described by John Olmsted in 1903, elaborated in 1907 by the Olmsted Brothers, and later adopted by the City in the Terwilliger Parkway Corridor Plan and reiterated in the MHP.

b) In adopting the MHP the City Council balanced the growth of institutional uses on Marquam Hill and the impacts to Terwilliger Parkway. Council concluded that on balance the benefits derived through implementation of the MHP exceeded any impacts to the parkway. Council found that these impacts "*are appropriately mitigated and that institutional traffic using Terwilliger Boulevard to access Marquam Hill is consistent with the polices of the Terwilliger Parkway Corridor Plan and Transportation Element of the Comprehensive Plan.*" Through adoption of the MHP Council further reaffirmed OHSU's right to use Terwilliger Boulevard and to cross the parkway for access to their campus as a successor in interest to the grantors of the deeds of gift that established Terwilliger Parkway as a "*public boulevard and parkway for the benefit and use of the public.*"

c) City Council also recognized that OHSU's Marquam Hill campus is an extremely difficult environment in which to develop and build large modern health care and research facilities. Construction access and materials staging can be particularly challenging and may require that areas adjacent to the campus be used for these purposes. To this end the City adopted in the Marquam Hill Plan District regulations that allow the use of land within Terwilliger Parkway for temporary construction activities, subject to receiving a permit from Portland Parks and Recreation.

d) In the Transportation Policy (Policy 3) of the MHP, the City Council adopted policies and objectives to maintain accessibility to Marquam Hill and to limit or mitigate the impacts of that access. Several of the Policy's objectives specifically call for limiting use of neighborhood streets and minimizing use of Terwilliger Blvd. south of Campus Drive. OHSU and the City acknowledge that the Vehicular Circulation Concept of the Marquam Hill Plan, as well as the OHSU Marquam Hill Transportation and Parking System Plan provide the framework and timing for the implementation of these objectives.

e) The City and OHSU recognize that a series of comprehensive enhancements to Terwilliger Parkway are beneficial to the special character of Terwilliger Parkway and preserve its value as a scenic and recreational resource to the people of the City of Portland. To that end, the City will initiate a legislative process to update the Terwilliger Parkway Corridor Inventory, Plan, and Design Guidelines. This process will result in:

- An update of the Terwilliger Parkway Corridor Inventory to include an expanded history of the Parkway, and a more accurate assessment of existing conditions

related to land use, visual and natural resources, traffic calming, and recreational use of the corridor.

- An update of the Terwilliger Parkway Corridor Plan including updated goals, policies and vision statement to address the contemporary role of the Parkway within the City of Portland. This update will include a new capital improvements plan for the Parkway that focuses on landscape maintenance and enhancements, furnishing upgrades, view point enhancements, and traffic calming techniques along the length of the corridor. This capital improvements plan will include a study of potential enhancements at the intersection of SW Campus Drive and Terwilliger Boulevard.

- An update of the Terwilliger Parkway Design Guidelines to ensure the guidelines address the contemporary land use pattern and potential development impacts along the corridor.

This legislative project will be conducted jointly by BOP, PPR and PDOT. OHSU agrees to provide $50,000 toward the funding of this project with the majority of the project being funded by the City. The project will commence when the remainders of the necessary funds become available.

VI. STORMWATER MANAGEMENT

a) The City and OHSU recognize the contribution that stormwater management makes toward a healthy environment. The City has been engaged for many years in efforts to reduce stormwater flow into the combined sewer system. OHSU and the City agree that a creative and comprehensive stormwater management strategy is warranted for OHSU properties within the Marquam Hill Plan District given the steep topography associated with Marquam Hill, the level of existing development, and presence of natural resources. OHSU and the City agree that such a strategy should reflect the following principles:

- Manage stormwater as close to the source as possible to reduce or eliminate the volume of water and pollutants leaving the site.

- Protect and enhance tree and revegetation canopy to help intercept and filter precipitation and runoff.

- Minimize and where feasible reduce impacts from existing or proposed impervious surfaces such as streets, parking lots, rooftops, and other paved surfaces.

- Enhance vegetative buffers and minimize disruption along stream corridors, springs and other water bodies to the maximum extent practicable.

- Prevent and control erosion caused by construction and routine management activities.

- Incorporate stormwater as a site amenity where feasible.

b) OHSU will develop a stormwater management strategy for its properties on Marquam Hill. The strategy will include an assessment of current and future stormwater issues including an assessment of potential stormwater issues associated with existing and future development, and a set of actions and development approaches that reflect the principles listed above. The strategy will identify opportunities including but not limited to:

- Retrofitting existing parking lots to treat stormwater on-site.

- Increasing tree canopy and other landscaped areas.

- Intercepting and treating stormwater in landscape areas.

- Constructing ecoroofs.

- Collecting roof stormwater for use in buildings or landscape irrigation.

- Designing projects to minimize increases in effective impervious area.

- Incorporating Low Impact Development (LID) principles and approaches for new development and redevelopment projects that will attempt to mimic natural hydrologic conditions by minimizing land disturbance and using-landscaped solutions to the maximum extent feasible. Exhibit B (Sustainable Site Development: Stormwater Practices For New, Redevelopment, and Infill Projects) outlines the LID principles that will guide OHSU for new and redevelopment projects on Marquam Hill.

The City will provide technical assistance in the design, permitting and implementation of these efforts through pre-design meetings held between OHSU and BES.

c) OHSU agrees to develop as part of its stormwater management strategy a Comprehensive Stormwater Management Plan for its facilities on Marquam Hill that includes the following information:

1) A base plan identifying all public and private sewers, connection points, and labels for storm, sanitary, and combination systems.

2) All public and private sewer and drainage easements and reserves.

3) All water features and drainageways, including seeps and springs.

4) All existing stormwater facilities, including clear identification of discharge points.

5) An inventory of all existing impervious surfaces (including buildings, streets, and parking lots) and how stormwater is currently being managed.

6) Future development plan and details about how stormwater will be treated, detained, and disposed (to 20 percent design).

7) Identification of opportunities to minimize disturbance on existing parcels, retrofit impervious areas and provide additional stormwater treatment and detention through methods such as retrofitting existing parking lots to treat stormwater on-

site; intercepting and treating stormwater in landscape areas; constructing ecoroofs, constructing water quality friendly/greenstreets; collecting roof stormwater for re-use, such as irrigating and flushing toilets.

8) Basin analysis and hydraulic calculations as necessary to identify problems and retrofits benefiting City of Portland Watershed goals relating to hydrology, water quality, habitat and biological communities.

9) Through the Stormwater Management Plan OHSU will also identify goals, benchmarks, timeframes and methods, OHSU will employ to new development and redevelopment activities in an effort reduce effective impervious surface and improve watershed health throughout the effective life of the MOU. Additionally, within 1 year of the completion of the Stormwater Management Plan, and annually thereafter as described in the Periodic Assessment process outlined in Section XVI below, OHSU will report on the success of their effective impervious surface reduction efforts.

d) If OHSU provides a Stormwater Management Plan that meets BES approval and includes these elements, as well as the BES recently adopted Stormwater Disposal Hierarchy, BES will be able to provide expedited plan review. BES will also provide design assistance and guidance during the development of the Stormwater Management Plan.

e) OHSU will develop a work plan to complete the stormwater management items outline in sections a through d above within 1 year of the effective date of this MOU. Stormwater management strategies and the Stormwater Management Plan will be completed within 1 year of the completion of the work plan.

VII. ROADWAY IMPROVEMENTS ON SW 6TH AVENUE

a) OHSU and the City, though the Office of Transportation (PDOT) are working collaboratively to implement the roadway improvements for SW 6th Avenue between SW Sheridan and Broadway that are described in the Marquam Hill Plan.

PDOT and OHSU entered into an Intergovernmental Agreement, Ordinance #178247, Contract #52189, approved by City Council on March 17, 2004, that incorporates a work program for the design and implementation of these improvements. The estimated schedule for substantial completion (i.e., open for use) of the improvements is May 1, 2005. This schedule is acceptable to OHSU, which acknowledges that these improvements on SW 6th Avenue must be substantially complete in order for the City to authorize occupancy in the new parking facility that is being constructed for the new Patient Care Facility. The IGA referenced above specifies that PDOT will provide right-of-way acquisition services as needed, communication with affected neighborhood associations, and project notification to neighbors.

VIII. SUSPENDED CABLE TRANSPORTATION SYSTEM

a) In Resolution 36085, Portland City Council directed PDOT to work collaboratively

with Portland Aerial Transportation, Inc (PATI) and to proceed with a design competition for an aerial tram connecting Marquam Hill with the South Waterfront District. OHSU, as a member of PATI, participated in the competition process, which was completed in March 2003. PDOT established a Tram Community Advisory Committee in March 2003 to provide community feedback and input on the next steps in designing and building the tram system. OHSU is, and will continue to be, an active participant in that group until it is disbanded. Through the CAC process, both parties continue to consider means and methods to mitigate potential impacts from this tram system as part of the design build phase.

b) The City, through the Portland Development Commission (PDC), and OHSU, along with other entities, entered into a Development Agreement for the South Waterfront Central District in September 2003 that specifies the cost sharing for both capital and operating expenses associated with the planned aerial tram. OHSU agrees to continue to work collaboratively with PDOT and PDC in efforts to establish a strategy to fund capitol and operating cost related to the development and operation of the aerial tram.

IX. REGIONAL TRANSPORTATION SYSTEM IMPROVEMENTS

a) OHSU and the City acknowledge that several regional and local transportation system improvements are desired to improve the livability and vitality of the residential neighborhoods on and near Marquam Hill. OHSU and the City agree to work collaboratively and to encourage the ongoing investigation and implementation of regional transportation improvements that will decrease the impact of regional traffic in the Corbett-Terwilliger-Lair Hill neighborhood. Specific efforts that will be pursued include: the streetcar extension to South Waterfront, and potentially to Lake Oswego, an aerial tram connecting Marquam Hill and South Waterfront, and the redesign of Naito Parkway and Ross Island Bridge access ramps as described in the South Portland Circulation Study and Portland Aerial Tram Report. In addition, OHSU and the City agree to work collaboratively, through a public process, to further explore other approaches such as the ideas contained in the South Portland Transportation Alliance Report.

b) The City and OHSU agree to advocate for the implementation of these transportation improvements and to seek funding for them. However, both parties also acknowledge the importance of the regional transportation funding partnerships and processes. OHSU agrees to work closely with PDOT to coordinate funding requests from state and federal sources. Specifically, OHSU agrees to avoid seeking United States Department of Transportation and Oregon Department of Transportation funding that might disrupt or interfere with the regional transportation priorities and partnership agreements. The City and OHSU may collaboratively pursue special federal appropriations for these transportation improvements.

c) OHSU and the City agree to explore and pursue alternative funding sources that could be developed over time.

X. TRANSPORTATION DEMAND MANAGEMENT

a) OHSU has been highly successful at implementing, maintaining and improving transportation demand management (TDM) techniques and programs on Marquam Hill. OHSU has worked collaboratively with other Marquam Hill institutions and public transit agencies to achieve a very high rate of transit ridership for their employees and students. In addition, OHSU has implemented parking management programs and developed bicycle facilities including parking and showers. Specific mode split requirements for single occupant vehicles are included in the Portland Zoning Code to encourage and assure the continuance of TDM efforts by all Marquam Hill institutions.

b) OHSU agrees to continue working collaborative with other Marquam Hill institutions, public transit agencies and other Marquam Hill interest groups to assure the continued success of its TDM efforts.

c) OHSU agrees to apply its experience on Marquam Hill and to pursue TDM efforts for its development in the South Waterfront District consistent with Sections 9.19 and 9.3 of the South Waterfront Development Agreement. This will include taking a leadership position in collaboration with other property owners and businesses in the area as well as the public transit agencies.

d) OHSU will report on the success of the TDM program by February 1, 2006 and annually thereafter through Periodic Assessment procedures under Section XVI below.

e) The City will assist OHSU in ensuring that adequate Tri-Met express service continues operating to serve Marquam Hill. This cooperation will include assistance in any needed discussions with Tri-Met to enhance the existing express service and in requests for additional service.

XI. MARQUAM HILL ACCESS MANAGEMENT

a) OHSU and the City recognize that due to the limited number of roads accessing Marquam Hill it is important to manage vehicular access through parking strategies, directional and other signage, education, and monitoring and enforcement. To that end, the Portland Zoning Code limits the number of employee vehicle trips on local roads serving Marquam Hill and codifies a managed parking plan for the Hill. OHSU has also developed a Transportation and Parking System Plan and Transportation Development Matrix which provides a long-range access strategy (Exhibit C).

b) The City supports OHSU's proposal to reorganize some roadway access on Marquam Hill to limit access to employee and student parking to Sam Jackson Park Road. OHSU intends to achieve this primarily through parking access limitations and in the longer term, by limiting lower Campus Drive to primarily patient parking. Exhibit D to this MOU describes the actions that will be implemented by OHSU to implement a variety of efforts that will clarify and enforce these access limitations.

c) OHSU recognizes the importance of conveying to its students, employees, patients, and visitors information about the options for accessing Marquam Hill, specifically including public transit and carpool, and to reinforce the preferred road access to be

used by employees/students and patients/visitors. OHSU currently uses a number of systems to disseminate this information; these are described in Exhibit C attached to this MOU. OHSU agrees to continue to use and enhance these methods as described in Exhibit C.

XII. LOCAL STREET TRAFFIC CALMING

a) The MHP implemented a process by which PM peak traffic flows made by OHSU employees and students on local streets would be considered before new parking is approved for OHSU facilities. Specifically, the MHP sets maximum eastbound PM peak trips generated at OHSU for SW Homestead Drive, SW Hamilton Terrace, and SW Condor Lane before a Type A Marquam Hill Parking Review can be approved. If it is found that these maximums would be exceeded, a Type B review is required. A Type B review requires that it be demonstrated how these maximums will be complied within a 3 year period or show that the character of the area will not be lessened and that the local transportation system is capable of supporting increased traffic as demonstrated through a transportation impact analysis. The City and OHSU agree that one or more of the above referenced local streets may need to be modified using traffic calming or access limitation techniques to reduce or eliminate excess traffic.

b) The City and OHSU agree that an area wide study should be conducted to better understand the traffic patterns and characteristics and the preferences of the residential occupants on the affected streets. Such a study could also provide information about the range of techniques that could be implemented, their effectiveness in addressing the identified problems and the costs associated with implementing and maintaining each option. The study should focus on improvements to pedestrian and vehicular circulation to address impacts on the listed local streets associated with OHSU employee and student traffic. The study will provide a list of recommended actions to improve pedestrian and vehicular circulation and/or address local neighborhood impacts that can be implemented within a 5-year timeframe. A public involvement component will be included as part of this study.

c) OHSU and the City, through PDOT, agree to negotiate and enter into an IGA in which OHSU agrees to help fund traffic calming improvements on SW Homestead Drive, SW Hamilton Terrace, and SW Condor Lane if identified in the above referenced study and upon approval by PDOT. Implementation of the study conclusions will support the neighborhood character of the streets and mitigate any impact from institutional traffic. PDOT will consider the positive impact of the traffic calming measures when assessing institutional traffic impacts.

d) OHSU agrees to develop a freight and service vehicle access and circulation plan consistent with the Vehicular Circulation Site Design Concept contained within the adopted Marquam Hill Plan.

XIII. PEDESTRIAN AND BICYCLE NETWORK AND FACILITY IMPROVEMENTS

a) OHSU and the City recognize the need to improve pedestrian and bicycle access to and through the Marquam Hill area. These improvements will provide better multi-modal choices for the employees of the Marquam Hill institutions, the residents of Marquam Hill and visitors to the nearby parks.

b) The City and OHSU will work collaboratively to continue to investigate improvements that are described in the Marquam Hill Pedestrian Connections Vision Plan (Pedestrian Connections Vision Plan). These efforts will emphasize the implementation of Tier I projects identified in the Pedestrian Connections Vision Plan and Tier I trails identified in the Portland Aerial Tram Report. PDOT, PPR, and OHSU will report on the success of the implementation of the Pedestrian Connections Vision Plan by February 1, 2006 and annually thereafter through Periodic Assessment procedures under Section XVI below.

c) Two key connections described in the Pedestrian Connections Vision Plan are Routes 13 and 24. Route 13 links the campus with Marquam Nature Park and the Central City. Route 24 links the upper section of the campus along SW Sam Jackson Park Road with Terwilliger Boulevard. As OHSU continues to pursue the construction of these two trails the City will provide design guidance and permitting assistance. OHSU will be responsible for maintenance and develop costs associated with trail segments located on OHSU property.

d) OHSU has worked to develop trip end facilities for bicycle and pedestrian commuters on Marquam Hill. The location of these facilities and the amenities they offer are identified in Exhibit E. OHSU agrees to continue to provide high quality trip end facilities as part of its TDM efforts.

XIV. WESTERN PLAZA AND VILLAGE CENTER

a) OHSU supports and recognizes the benefits to the community and to its faculty, students, staff, patients and visitors of a lively Village Center immediately to the west of the Marquam Hill Campus. The goods, services and housing that will be provided by such a development will provide convenience for everyone who lives, works and visits Marquam Hill. OHSU will participate in discussions to which the institution is invited to help bring to fruition development of the Village Center.

XV. HIGH QUALITY DESIGN AND SUSTAINABLE DEVELOPMENT

a) The City, in adopting the Marquam Hill Design Guidelines, affirmed its desire to assure that future development on Marquam Hill occur with specific regard to the design of buildings, open spaces and the pedestrian network. OHSU embraced the Marquam Hill Design Guidelines and intends to always strive to meet or exceed the standards for design excellence contained within them. OHSU also recognizes the high visibility of its development on Marquam Hill and will pursue high quality architectural outcomes for design and development to assure a positive contribution

to Portland's design environment.

b) Reflecting the commitment to sustainability-related design, program and policy objectives shared by OHSU and the City, OHSU and the City agreed in the South Waterfront Central District Project Development Agreement (Development Agreement) to specific language regarding the application of LEED (Leadership in Energy and Environmental Design) standards to OHSU buildings. OHSU agrees to pursue the same commitment described in section 9.14.2, Initial LEED Commitment, of the Development Agreement for its development on Marquam Hill.

c) OHSU recognizes the environmental sensitivity of the lands surrounding the Marquam Hill campus and the need for all developers to be sensitive about the consumption of energy and natural resources in building and operating facilities. To this end OHSU will commit to adopting, within 1 year of the effective date of this MOU, an institutional policy adopting the use of the Portland Leadership in Environmental and Energy Design (PdxLEED) standards as development guidelines.

d) OHSU agrees to pursue participation in the US Green Buildings Council's development of LEED standards for institutional development. The Office of Sustainable Development will assist in this effort by providing contacts information and letters of support.

XVI. APPLICABILITY THROUGHOUT THE MARQUAM HILL PLAN DISTRICT

a) OHSU agrees to abide by any applicable provisions of this MOU throughout the Marquam Hill Plan District for OHSU developments. Should the Marquam Hill Plan be amended over time, review and appropriate revisions to this MOU will be allowed to ensure consistency between the two documents.

XVII. PERIODIC ASSESSMENT

a) The City and OHSU agree to jointly participate in periodic assessment of the implementation of the Marquam Hill Plan (MHP) and this MOU. This assessment is intended to: (1) provide information about progress on the elements of this MOU; (2) identify areas where efforts may be increased; and (3) create a forum for discussion of the desired mutually beneficial outcomes contemplated in the MHP and this MOU.

b) OHSU will provide to the City a written report on its progress in implementing the policies, objectives and action items contained in the Marquam Hill Plan and the items contained in this MOU. The report will be directed to the Director of the Bureau of Planning. The first report will be provided on February 1, 2005 with subsequent reports submitted annually on February 1st of each year.

c) The Director of the Bureau of Planning will provide copies of the report to other affected or interested city bureaus, including but not limited to: Portland Development Commission, Office of Transportation, Bureau of Environmental Services, Portland Parks and Recreation, Bureau of Development Services and Office of Sustainable Development. The Director of the Bureau of Planning will also provide copies of this report to the Homestead Neighborhood Association, the Corbett-Terwilliger-Lair Hill Neighborhood Association and Southwest Neighbors,

Inc. The Director of the Bureau of Planning will also provide copies of this report to members of the City Council and may report to Council regarding the status of ongoing coordination efforts identified the MOU.

IN WITNESS WHEREOF, the parties have executed this MOU effective this 28th day of July, 2004.

CITY OF PORTLAND

By:

Name: Mayor Vera Katz

Title: Mayor, City of Portland

Date:

OREGON HEALTH & SCIENCE UNIVERSITY

By:

Name: Dr. Peter Kohler

Title: President, Oregon Health & Science University

Date:

Table of Abbreviations

Full Name	Abbreviation
Oregon Health & Science University	OHSU
Marquam Hill Plan	MHP
South Waterfront Plan	SoWaP
Portland Bureau of Development Services	BDS
Portland Bureau of Planning	BOP
Portland Development Commission	PDC
Bureau of Environmental Services	BES
Portland Parks and Recreation	PPR
Portland Public Schools	PPS
Portland Office of Sustainable Development	OSD
Portland Office of Transportation	PDOT
Three Rivers Land Conservancy	TRLC

Table of Exhibits

Exhibit	Title
Exhibit A	OHSU Biotechnology Education & Job Preparation Efforts
Exhibit B	Sustainable Site Development – Low Impact Stormwater Practices
Exhibit C	OHSU Marquam Hill Transportation & Parking System Plan
Exhibit D	OHSU SW Campus Drive Access Limitations
Exhibit E	OHSU: Marquam Hill Bicycle & Pedestrian Commuter Amenities/Facilities Plan