

This interim report is an update of the Campus Development Plan of 2001. A final report will be prepared and presented in June 2006 to President Amy Gutmann followed by a presentation to the Board of Trustees.

University of Pennsylvania Campus Development Plan 2006 Interim Report

February 7, 2006

Introduction

The acquisition of the postal properties by the University provides an unprecedented opportunity to transform the Penn campus. The land will enable the University, for the first time in its history, to establish a major physical presence along the Schuylkill River corridor, to create new gateways to the campus from Center City, and to establish new connections with the surrounding communities. It also will enable the University to address short-term programmatic needs as well as strategic priorities that may arise over the next 30 years or more.

The postal properties include 24 acres extending from Market Street on the north to Penn's Bower Field on the south. They encompass the main U.S. Postal Building on Market Street, the Postal Annex site located between Chestnut Street and Walnut Street, the Vehicle Maintenance Facility Garage along Chestnut Street, and the 14 acres of surface parking south of Walnut Street.

The current planning process goes beyond determining how best to utilize the postal properties. It addresses the planning and design opportunities for the land in the context of the entire campus, in the context of a dynamic urban district, and in the context of the mission of the University as guided by President Amy Gutmann's Penn Compact. The desired outcome is an inspiring and achievable vision for the future of the entire campus and, in particular, the new and existing landholdings in the east campus area.

The plan documented in this interim report is based on a rigorous planning analysis of the opportunities and constraints of the entire east campus area. It draws upon the organizational framework established in the Campus Development Plan completed in 2001 by the Olin Partnership and adopted by the University Trustees (*Almanac* February 27, 2001). It also addresses, in more detail, several sub-areas of the campus that provide significant opportunities for transformative new development. As articulated by the University, the goals of the study are:

- To develop a long-term vision, urban design and master plan for the campus in anticipation of the acquisition of the postal lands in 2007; and,
- To develop a series of strategic architectural feasibility and sub-area studies for areas or facilities on the campus.

This work is still in progress and will continue to develop through June 2006. The planning and design concepts described in this interim report provide the following important features:

1. Promote enhancement of the academic core;
2. Accommodate expansion of University research space;
3. Create a lively edge and vibrant community along Walnut Street with mixed uses including culture, arts, hotel, residential, and retail;
4. Encourage rational development and the enhancement of athletic and recreation facilities, playing fields, and public spaces;
5. Develop new walkways and connections through the campus and city;
6. Create a dynamic entrance to the campus.

Guidance and Consultation

The project commenced in April 2005 under the direction and guidance of the Campus Development Planning Committee (CDPC) appointed by President Gutmann. The CDPC is responsible for advising the President on priorities for land uses and on the consistency of the design and planning recommendations with the Penn Compact.

The appointment of the CDPC follows recommendations provided by a previous group known as the East Campus Advisory Group (ECAG). ECAG ultimately recommended that the postal lands be planned as an area for future University development in accordance with the following principles:

1. Planning for the eastern expansion must be carried out in the context of the entire campus and be driven by University-wide goals, objectives, and priorities.

2. Undergraduate education should remain on the core campus.

3. Penn should create an aesthetically appealing mixed-use, around-the-clock, urban environment with strong east/west links between the campus and Center City.

4. Development of the east campus should be phased by zones with land-banking being employed to preserve options for future needs.

Provost Ron Daniels and Executive Vice President Craig Carnaroli serve as co-chairs of the CDPC. Omar Blaik, Senior Vice President for Facilities and Real Estate Services serves as vice-chair. The other members of the CDPC are: Arthur Rubenstein (Dean, School of Medicine, EVP/UPHS), Gary Hack (Dean, School of Design), Joann Mitchell (Chief of Staff), John Zeller (Vice President of Development and Alumni Relations), Wendy White (General Counsel), Scott Douglass (Vice President of Finance and Treasurer), and Vanda McMurtry (Vice President for Government and Community Affairs).

Following a presentation on the results of the ECAG efforts, the Trustees formed an Ad Hoc Committee on Campus Development. Members of the Trustee Ad Hoc Committee include: Chairman James Riepe, William Mack, Christopher Browne, John Clark, David L. Cohen, Wendy Evans Joseph, David Silfen, Deborah Marrow, and Gil Casellas. The CDPC has apprised the Ad Hoc Trustee Committee on the interim progress of the campus planning efforts.

Dean Gary Hack is responsible for ensuring that the planning process is broadly consultative and represents the Committee in seeking advice and counsel from the broad campus community. Deans, senior administrators, students, faculty, and staff have been consulted and given periodic updates on the Committee's progress through the following groups: Council of Deans, Faculty Senate, Academic Planning and Budget, Penn Alumni Society, University Council, University Council Committee on Facilities, Undergraduate Assembly, Graduate and Professional Student Assembly, Penn Professional Staff Assembly, Weekly Paid Professional Staff Assembly, Senior Planning Group, University Health System, Provost's direct reports (including Museum and Library), and a University-wide faculty advisory group. In addition, two town hall meetings were held in Fall 2005 that were attended by faculty, students, and staff.

The CDPC is working with the Offices of Communications and Government and Community Affairs to ensure that the campus community and appropriate external constituents, including elected officials and representatives of neighboring communities, are consulted with regard to progress on the project.

The Planning Process

The study is being carried out by Sasaki Architects, PC of Watertown Massachusetts, over a one-year time frame extending from June 2005 to June 2006. It involves three phases of work as follows:

Phase 1: Inventory and Site Reconnaissance—this phase was completed in the summer of 2005 and involved extensive site analysis of the east campus area. The findings of this phase are summarized in this document and were utilized to inform the alternatives developed in Phase 2.

Phase 2: Concept Alternatives—during this ongoing phase, several planning and design opportunities are being explored for the east campus, the broader campus context and the previously noted architectural feasibility and sub-area studies. This phase will be substantially complete by the end of March 2006.

Phase 3: Master Plan Documentation—this phase will focus on documenting and illustrating the planning and design concepts for the east campus and sub-areas. This phase will be completed by May 2006 followed by a series of presentations and meetings in June.

Each phase of work includes regularly scheduled monthly presentations/work sessions with the CDPC and other stakeholders. In addition,

interim on-campus meetings have been scheduled as necessary to address emerging issues, move the work plan forward in a timely manner, and to broaden consultation on the project.

Goals of the Study

The charge issued to the CDPC by President Gutmann provides the key goals for the study. Each of the goals is listed below with a statement indicating how the planning study will respond.

- *To articulate a long-term vision for the development of the campus consonant with the Penn Compact.* President Gutmann's Penn Compact is based on three principles: 1) Increased access to education; 2) Integration of knowledge from different disciplines and professional perspectives in research and teaching; and, 3) Engagement at a local and global level to advance the central values of democracy: life, liberty, opportunity and mutual respect. The plan must result in a vision that fosters connectivity and opportunities on the campus and in the broader environment/community.

- *To recommend optimal uses for sites on the acquired parcels, taking into consideration financial models and/or fundraising opportunities for each project.* The plan must include a flexible, achievable, implementation and phasing strategy.

- *To develop well-structured plans for the development of the campus that take account of the University's highest priorities consistent with the four principles of the ECAG.* The plan must be developed with a comprehensive campus and district-wide approach.

- *To outline a feasible timetable and process for overseeing the implementation of the plan; ensure it is integrated with the capital planning process.* The plan must be coordinated with the strategic, financial and operational plans of the University.

Programmatic Needs

When examined concurrently with University-owned properties, the east campus area represents over 45 acres of land for future development. The challenge in planning for the east campus lands is anticipating future programmatic requirements. The planning process has focused on anticipating the likely future needs based on previous experience and patterns of development on the campus. The potential uses identified and considered in the plan include: research, medical expansion, retail, conference and meeting space, hotel and residential space.

The process of consultation through groups and surveys has involved thousands of Penn constituents. Through these consultations, a wide range of potential programming priorities have been brought forward for consideration. These priorities include (in no particular order):

- *Housing:* undergraduate, graduate, family, alumni, visiting faculty, and retiree
- *Athletics and recreation facilities:* open spaces, public spaces, modern fieldhouse, intramural and club sports
- *Undergraduate and graduate student centers:* study and recreation spaces
- *Cultural:* universal performing art space
- *Conference center:* hotel, international conferences, continuing education
- *Parking*
- *Retail shopping and dining*
- *Research:* flexible interdisciplinary space, corporate co-location
- *Relocation of non-academic offices from core of campus.*

The planning process has also focused on evaluating the connectivity, adjacencies and other physical factors such as visibility, the floodplain and rail and roadway corridors that traverse the land and how and where this probable list of program needs might be best accommodated in the east campus area. Based on this assessment, a number of potential development opportunities have been identified which will be described later in this report.

East Campus Planning and Urban Design

While there are approximately 45 acres of land available for development in the east campus area, many of the parcels are difficult to develop as a result of irregular and triangular configurations and the lack of direct access from the roadway network. The available parcels are as follows:

- *21.4 acres*—area south of the Walnut Street Bridge including the existing postal surface parking lots and the existing University-owned Bower Field. This area is defined on the west by the Highline, on the east by the I-76/Schuylkill Expressway, on the south by the South Street Bridge, and on the north by the Walnut Street Bridge. It is connected to the Palestra and Franklin Field areas by the Paley Bridge, which crosses over the SEPTA line.

- *1.18 acres*—a triangular parcel north of the South Street Bridge defined by the AMTRAK corridor on the west and I-76 on the east. Current

uses include parking and landscape maintenance facilities.

- *1.2 acres*—a triangular parcel south of the South Street Bridge defined by the Highline/SEPTA line on the west and AMTRAK on the east. The University City station on the SEPTA line lies to the west of this parcel.

- *13.6 acres*—site of the existing Rhodes, Stewart and Warren Fields. This parcel is defined on the west and south by the Highline, on the east by I-76, and on the north by the South Street Bridge. This site is adjacent to a 1.1 acre AMTRAK electrical sub-station. It includes the Hollenback Center and Annex, which are accessible from South Street.

- *3.5 acres*—site of the Mod 7 chiller plant and Meiklejohn Stadium, the University's intercollegiate baseball facility. The parcel is bounded on the north and west by the Highline and on the south and east by University Avenue/I-76 off ramps.

- *5.0 acres*—site of the Class of 1923 Ice Rink and Levy Tennis Pavilion.

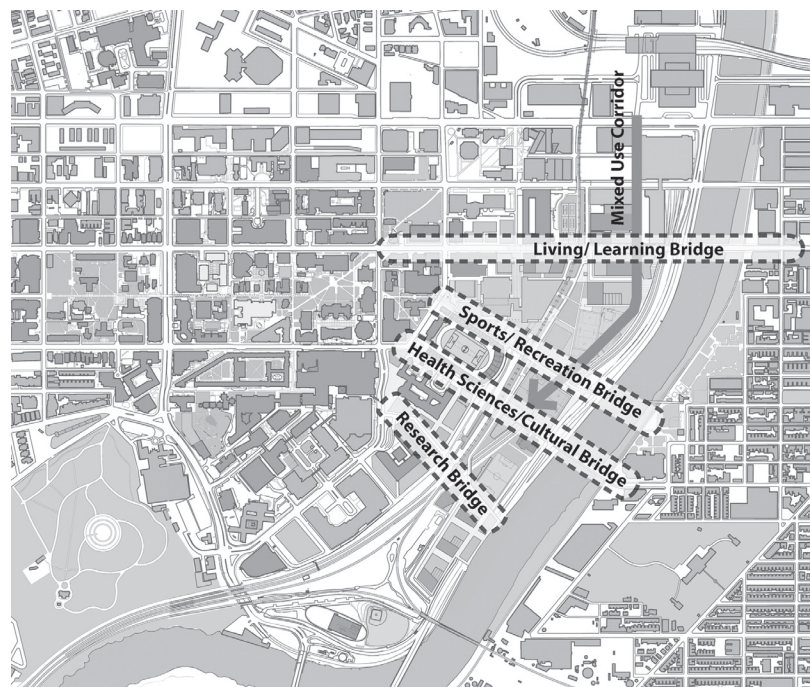
The east campus area encompasses a series of transportation corridors listed from east to west as follows: the SEPTA regional rail line connecting 30th Street Station with the western suburbs and with the Airport; the CSX "Highline" freight railway, which is elevated some 60 feet above the ground plain on a combination of stone and steel supporting elements; the north-east AMTRAK rail corridor (Penn Central); and Interstate 76 (Schuylkill Expressway). Combined, these transportation corridors segment the site into several parcels, many of which are physically disconnected.

East Campus Development Design Opportunities

The proximity of the east campus lands to the core campus, Center City and the 30th Street Station provides a unique opportunity for campus growth and the establishment of new campus gateways. Development of the area also provides the opportunity to create a new identity for the University when viewed from Center City.

The site analysis reveals opportunities to provide more direct and convenient pedestrian connections between the core campus and the east campus area and beyond to Center City, with the possibility of an extension of Locust Walk across the Schuylkill.

In the medical district, an opportunity to provide an east/west connection is identified east of and in place of the Penn Tower. A connection in this location would allow for development of the Rhodes and Stewart Field areas of the campus provided that alternative locations can be identified for these facilities.



Activity Bridges: Connecting Campus and City

Reviewing the physical connection opportunities of the east campus area in the context of land use and other desirable conceptual and programmatic linkages provides the following opportunities for existing and proposed “activity” corridors:

- **Walnut Street**—this important corridor provides a connection to the core campus and is an important westbound vehicular route out of Center City paired with Chestnut Street’s eastbound traffic. It is also the primary pedestrian route connecting the campus with the residential neighborhoods in the Rittenhouse Square area, currently home to many faculty and students. Given its significant foot- and vehicular-traffic the area immediately adjacent to the bridge has been designated for mixed-use development. The potential mix of uses includes research, office, retail, commercial services, cultural amenities, residential and hotels. The intent is to create a major new gateway to the campus at the Walnut Street level and to lay out future development offering views of the Center City skyline. The site also offers the potential to provide a considerable amount of structured parking. As this site is within the floodplain, habitable spaces cannot be provided on grade, below the level of the bridge; however, structured parking would be permitted. Access is a consideration with regard to this use. The Walnut Street Bridge could become a living/learning bridge connecting Center City with the core of the Penn campus. This suggests that future uses and activities along the Walnut Street Bridge should complement the academic and research mission of the University.

- **Mixed Use Corridor**—the north-south corridor along 31st Street could become a mixed use link connecting the 30th Street Station area and new development, such as the Cira Centre, with the land south of Walnut Street. Redevelopment potential along the street includes the Post Office Building, the Postal Annex, the Vehicle Maintenance Garage, and the land south of Walnut Street.

- **Sports/Recreation Corridor**—this area is located within the 100 year floodplain, is relatively flat and provides an open space foreground for Franklin Field, an important icon of the Penn Campus as viewed from Center City. With this in mind, the area has been designated for athletic and recreation uses. A parking structure is also identified as a potential use in the area adjacent to South Street topped by artificial turf recreation fields. The existing sports and recreation complex, including Franklin Field, Hutchinson Gym, the Palestra, could be strengthened, modernized, and enhanced with extensions into the area east of the Highline.

- **South Street Bridge**—potential uses identified for the South Street corridor include structured parking and future cultural and amenity facilities. This area could feature expanded health science and cultural in recognition of the Penn Museum and the adjacent medical complex. The irregular triangular shaped parcels along the corridor, in particular, are seen as potential locations for small scale cultural and amenity uses.

- **Research Corridor/River Fields area**—the sports fields south of the Hollenback Center are designated for long-term medical facility/medical research expansion as well as possible structured parking. A pedestrian bridge could connect the existing medical district with the area closer to the expressway and river, potentially opening this area up for future research space in the long term.

Preliminary Options for the East Campus

A series of options were developed during the planning process examining a range of concepts and ideas to best utilize the land. The options explored ways to address the issues associated with development in the floodplain and ways to deck over the existing rail and roadway corridors through the site and thereby create more developable parcels.

In the initial phases of the project, six options were reviewed with the CDPC and other stakeholders at the University. Based on the comments received, three options were selected for further exploration in the alternatives process.

The three selected options respond to the significant constraints of the site, which include topography/height differentials, the Highline, the SEPTA line, the northeast corridor of AMTRAK, and I-76. Important views of the University’s historic structures including Franklin Field are maintained and the historic Highline railway is incorporated as an armature for organizing the open space structure. Regeneration of the Palestra and the surrounding context is also explored in the options.

Based on consultation at the University, these options were evaluated. Special features of the various options have been incorporated in the development of the emerging proposed visions for the east campus.

Proposed Vision for the East Campus

Linking the University to the City and the City to the University is central to the emerging vision for the east campus. The proposed urban design and civic structure supports this vision by establishing links to the existing campus, Center City and the 30th Street and Postal Precinct. The proposed plan incorporates several existing facilities underway or under consideration including the Center for Advanced Medicine (CAM). It also incorporates key aspects of the campus design framework established in the 2001 Comprehensive Development Plan.

Land Use

The proposed land uses for the east campus area have evolved from the opportunities and constraints revealed during the analysis of the land holdings and surrounding context. The major development zones are as follows:

- **Post Office Precinct**—a total of 3.15 million gross square feet (gsf) of development is possible in this area, which encompasses the existing Post Office Building, Postal Annex and Vehicle Maintenance Garage sites. The conceptual intent in this district is to coordinate streetscape and civic improvements with those under consideration for the 30th Street Station and Market Street areas, including the recently completed Cira Centre.

- **Walnut Street/Academic**—a combination of infill development and new development is proposed for University-owned parcels extending from the Highline westward to 33rd Street. Proposed infill expansion includes the 3200 block of Walnut to accommodate a new Nanotechnology facility and other future academic uses, and the area to the north of the Palestra where future redevelopment would be for academic, research or sports-related purposes. This would include the long-term option of redeveloping the Class of 1923 Ice Rink site. A total of 750,000 potential gsf could be provided on the infill sites.

- **Walnut Street/Mixed-use**—east of the Highline, a major new mixed use node is proposed. This area is envisioned to become a new gateway to the campus and could include research, office, hotel, residential and retail/commercial development. An estimated 1.9 million gsf of space could be accommodated in the proposed development. The proposed development would be phased and constructed with the primary building entry at the level of Walnut Street with parking provided below in a structure.

- **Central Site and South Street**—the central portion of the east campus land holdings are designated for sports and recreation fields given the proximity to the Palestra complex and Franklin Field. The area along South Street includes sports fields on the top level of a parking deck that extends over the AMTRAK line to provide a larger area for sports and recreation fields.

- **Medical Expansion**—the proposed medical expansion district provides the long-term opportunity to accommodate approximately 1.55 million gsf of research and medical facilities. This development would be constructed on a deck structure with parking beneath.

Civic Structure

The proposed civic structure of the east campus is based on a new framework of open space and circulation routes that will collectively link the site to the core campus and the surrounding context and provide internal linkages. The proposed structure is best described in terms of the circulation connections it encompasses.

The East/West connections include:

- Improvements to the Walnut Street corridor including infill development featuring ground level activities and uses.
- Extension of Locust Walk/Smith Walk across 33rd Street from College Green, through the proposed Palestra Green and Franklin Promenade and Plaza.

- CAM/Museum Green, located on the site of the Penn Tower, connecting the Medical District more directly with the University City SEPTA Station and to medical/research expansion on the east side of the Highline via a new pedestrian bridge over the SEPTA and AMTRAK lines and under the Highline.

The North/South connections include:

- A new entrance to the Palestra complex from Walnut Street via a deck over the SEPTA line. The intent of the proposed deck is to provide a north/south pedestrian route between Walnut and South Street. The proposed connection is defined by a renovated Palestra and the new field house and sports related facilities. The route continues southward into the proposed Franklin Plaza and Promenade and through the arcades on the east side of Franklin Field.

• The Highline rail structure is utilized as the armature for a second north/south circulation route that extends lower 31st Street from the Lower Walnut Street transitioning up to the South Street Bridge level. This corridor provides a landscape linkage between Highline Park and the sports and recreation fields proposed in the center of the east campus. The route also provides vehicular access to the proposed South Street Garage and emergency/service access to the sports fields.

• Civic Center Boulevard—a new streetscape is under development to coordinate ongoing UPHS development.

• A bridge connection paralleling the AMTRAK/I-76 corridor to connect Walnut and South Streets.

Major new open spaces proposed in conjunction with the pedestrian circulation network include:

• Palestra Green, located to the west of the Palestra complex on the site of the existing Hunter Lott Tennis Courts. The tennis courts will be relocated to Highline Park in order to facilitate the creation of this major new green space and gateway to the east campus area.

• Franklin Promenade and Plaza, located to the north of Franklin Field, is envisioned as a new gathering space defined by the regenerated Palestra and proposed field house.

• Sports and recreation fields to the east of the Palestra. This is envisioned to be a new concentration of sports and recreation facilities linked with the support facilities within the new Palestra complex and field house.

• The sports fields proposed for the roof of the South Street Garage

• Rhodes Field located to the south of the Hollenback Center. This field is repositioned in the plan following demolition of the Hollenback Annex facilities which will be replaced in the proposed new Palestra complex.

• CAM/Museum Green, located to the south of the Museum on the existing Penn Tower site, this green is intended to provide open space in this developed area. It is intended to provide glimpses of the river beyond the Highline, provide more convenient and visible access to the University City Station and provide a route for accessing future development east of the Highline.

• A new plaza is proposed over I-76 in the medical/research expansion district. The plaza is intended to terminate the new pedestrian bridge connecting the medical district west of the Highline with the expansion district. Further, it provides a riverfront overlook to campus users by decking over a portion of I-76. This is the only location on the I-76 corridor which is at grade; ramps to the north would prohibit a deck of this nature.

Vehicular Access

Vehicular Access in the east campus occurs at the upper and lower levels of the existing street network and is divided into the north zone (north of South Street) and the south zone (south of South Street).

In the North Zone, access will be provided to the Walnut Street Garage, central sports fields, Palestra complex, Ice Rink site and the South Street Garage via lower 31st Street, which will ramp upward to the level of South Street in the area east of Franklin Field. Upper 30th Street will be extended south of Walnut and loop through the proposed mixed use node in this location.

In the South Zone, access will be provided to the proposed parking structure and medical/research district via the existing River Fields Road. This access route is currently the subject of further traffic and feasibility analysis to determine if the intersection of River Fields Road and University Avenue can be reconfigured to provide better turning movements and to determine if the road network has the capacity to accommodate the proposed parking.

Parking

At ultimate build-out, three major parking garages are proposed in the east campus area for a potential total of 5,900 parking spaces. The proposed garage locations and capacities are as follows:

Walnut Street Garage—2,400 spaces

South Street Garage— 800 spaces

River Fields Garage— 2,700 spaces

Sub-Area Studies

Currently, the planning process is focused on the completion of the following sub-area studies consistent with the Campus Development Plan 2001 as approved by the Board of Trustees (*Almanac* February 27, 2001), including:

Regeneration of the Palestra and Levy Tennis Pavilion site—this study explores opportunities for regenerating the historic Palestra and providing a new field house and improved intercollegiate athletic facilities.

New College House east of 34th Street—this study explores the potential for a new home for 350 undergraduate students, including residential-based academic programs, dining facilities, social spaces, and recreational opportunities in a quad-like setting.

Medical District Streetscape and Circulation—this study explores strategies for coordinating the streetscape along Civic Center Boulevard while addressing the programmatic, operational and functional requirements of the University of Pennsylvania Health System.

Post Office Building Design Opportunities—this study explores development opportunities for the historic one million square foot Post Office building located on Market Street and the adjacent Post Office Annex site.

Redevelopment potential for the 3200 block of Walnut Street, north side, for Nanotechnology—this study focuses on the redevelopment potential for this surface parking lot on the north side of Walnut Street to accommodate a Nanotechnology facility and future development.

Regeneration potential of the 3400 block of Walnut—currently the site of the Franklin Building and Franklin Building Annex, this block is evaluated in terms of its redevelopment potential to serve academic uses in the core campus area.

Regeneration potential of the 3700 block of Walnut—site of the current Social Sciences quadrangle, this block is being evaluated for its redevelopment potential.

Traffic Study—a traffic study of the east campus lands east of the Highline is being carried out to determine how new development in this area could be accessed and if parking could be adequately served from the road network.

Next Steps

The planning process is currently nearing the conclusion of Phase 2, the study of concept alternatives. Looking ahead, the work will continue to focus on completing sub-areas studies in consultation with the CDPC and other stakeholder groups at the University. In Phase 3, the final master plan documentation and supporting graphic material will be completed. The final plan will include several critical components, including:

- A comprehensive campus development phasing strategy with proposed implementation time periods over the next 30 years;
- Coordination with the ongoing University capital planning;
- Financial estimates and financing strategies linked to the development phases;
- Proposed implementation and real estate development strategies.

Feedback

During the course of this semester, the CDPC will address the following issues as it continues to develop a plan for the future of the campus:

1. What programming uses will best serve the needs of the Penn community while fostering the connections between the campus and Center City?

2. As the plan anticipates the need for phased development opportunities, what program uses are the most pressing to meet Penn's short-term needs?

3. How can the campus plan best reflect an expansion of the Penn campus while successfully integrating with Center City?

The Community Development Planning Committee encourages the participation and involvement of the entire Penn community in this important process. Please send ideas, comments, suggestions, and feedback to: pennplan@pobox.upenn.edu.