

CHAPTER 2: INTRODUCTION

A. BACKGROUND TO THE 1996 LRDP

PURPOSE OF THE LRDP

Each campus in the University of California system is required to periodically reexamine its academic goals and devise physical plans to support them. This reexamination takes the form of a Long Range Development Plan (LRDP), which guides the physical development of the campus to achieve the academic, research, patient care and community service missions of the institution. The LRDP identifies goals to be achieved over the 15-year planning period of the Plan, and estimates the amounts and types of new building space required to achieve those goals. The LRDP also articulates key planning principles to guide the institution during implementation of the Plan. This LRDP, the 1996 LRDP, has been prepared for the University of California San Francisco (UCSF) for all these purposes, and upon adoption by The Regents will replace UCSF's 1982 LRDP.

The LRDP identifies goals to be achieved over the 15-year planning period of the Plan, and estimates the amounts and types of new building space required to achieve those goals.

A Draft Environmental Impact Report (Draft EIR) has been prepared in accordance with the California Environmental Quality Act (CEQA) to analyze potential environmental impacts which could result from implementation of the LRDP, and a public hearing was held on the Draft EIR. Since publication of the Draft EIR, the UCSF Medical Center has completed an agreement with the UCSF Medical Group and the California Pacific Medical Group to create a new medical network, and new information has become available regarding the potential merger of the clinical facilities and practices of UCSF and Stanford University. In addition, more detailed planning for the demolition and replacement of research laboratories and teaching facilities at Parnassus Heights has occurred. These changes were described in Draft EIR Recirculation Chapters, for which an additional public hearing was held. The EIR and LRDP were then finalized and submitted to The Regents of the University of California for their review and approval.

The LRDP serves several purposes: as an opportunity for UCSF to assess its current status and articulate its goals for the future; as a forum for the discussion of issues of mutual concern between UCSF and the surrounding communities; and as a report to The Regents on how UCSF proposes to plan for its maintenance and growth over the long-term planning period.

The 1996 LRDP emphasizes the need to reinvest in current sites now and to develop a major new campus site in the future.

The 1996 LRDP emphasizes two themes: the need to maintain and reinvest in UCSF's existing campus sites now, and the need to establish a major new campus site in the future to provide space for decompression,¹ expansion and consolidation. The LRDP also describes some of the substantial changes currently taking place in the delivery of medical care in academic medical centers, which may affect the physical needs of UCSF.

While the LRDP is intended to serve as a general plan to guide physical development of UCSF over the next 15 years, it does not constitute a commitment to any specific project, construction schedule or capital funding request. When consistent with the LRDP, individual construction projects will be evaluated on their merits and, where necessary, will be taken to The Regents for approval accompanied by any environmental analysis and public review required by CEQA.

ORGANIZATION OF THIS DOCUMENT

There are eight chapters plus appendices in this LRDP. Chapter 1, Summary of LRDP Proposals, describes specific actions proposed to achieve the goals of the LRDP. Chapter 2, Introduction, provides background information on UCSF, the process by which the LRDP has been prepared, and UCSF's current facilities and space needs. Chapter 3, Clinical Programs, describes the potential merger of clinical activities at UCSF and Stanford University, and other clinical affiliations. Chapter 4, Goals and Objectives, describes the *Goals and Objectives* document prepared jointly by UCSF and three advisory groups to guide the 1996 LRDP.

The detailed discussion of LRDP proposals is contained in Chapters 5 through 7. Chapter 5, Plans for Existing Sites, discusses UCSF's major campus sites and the most important capital plans under consideration for each. Chapter 6, Plans for a Major New Site, describes the program and development criteria for a future major new campus site, and Chapter 7, Cross-Campus Elements, focuses on issues such as housing and transportation that are and will continue to be common to the operation of all UCSF sites in the future.

Finally, Chapter 8, Implementation Strategy, describes potential strategies through which the 1996 LRDP could be implemented. To assist the reader, a glossary of terms and other background information have been included in the appendices to this document.

BRIEF DESCRIPTION OF UCSF

Founded in 1864 as Toland Medical College and affiliated with the University of California in 1873, UCSF is the only UC campus devoted solely to the health sciences. During the 1993-94 academic year, student enrollment was 3,694, faculty and staff numbered 15,310, and 4,546 community physicians

¹ "Decompression" refers to relieving existing overcrowded conditions through the provision of additional space.

and health professionals contributed to teaching programs as volunteer members of the clinical faculty. UCSF carries out multiple missions in the areas of teaching, research, patient care and community service. These missions are:

- **Teaching:** to educate the nation's most promising students for future careers in the health sciences and health care professions, with continuing emphasis on open access and diversity;
- **Research:** to support research and scholarship that will improve our basic understanding of the causes, mechanisms, treatment and prevention of disease, and the social interactions related to human health;
- **Patient Care:** to bring our patients the best in health care service, from primary care to the most advanced technologies available; and
- **Community Service:** to serve the community at large through educational and service programs that take advantage of the knowledge and skills of UCSF faculty, staff and students.

UCSF consists of four professional schools (Dentistry, Medicine, Nursing and Pharmacy), a Graduate Division, the Medical Center at Parnassus Heights and UCSF/Mount Zion, a psychiatric institute, and affiliations with San Francisco General Hospital (SFGH, operated by the City and County of San Francisco) and the Veterans Affairs Medical Center (VAMC, operated by the U.S. Department of Veterans Affairs) in San Francisco, where UCSF faculty provide all patient care and conduct professional teaching and research programs in facilities owned by the host institution. UCSF also operates the Fresno-San Joaquin Valley Medical Education Program in the Central Valley. Each of UCSF's four schools has consistently ranked among the best in the nation in terms of quality of faculty and competitiveness for students, and all four schools ranked either first or second in National Institutes of Health (NIH) research funding in 1993. The Medical Center is nationally recognized for its outstanding achievements in patient care.

UCSF is located primarily in the City and County of San Francisco, but also occupies space in the northern Peninsula and other California locations.² Figure 1 shows the locations of UCSF's sites in the Bay Area. The largest and best-known site is at Parnassus Heights, which is the home of the UCSF Medical Center, the four professional schools and the Graduate Division.

² The Fresno-San Joaquin Valley Medical Education Program is the largest of these non-Bay Area locations. Clinical activities are also carried out in the Santa Rosa area, in California's Central Valley and elsewhere.

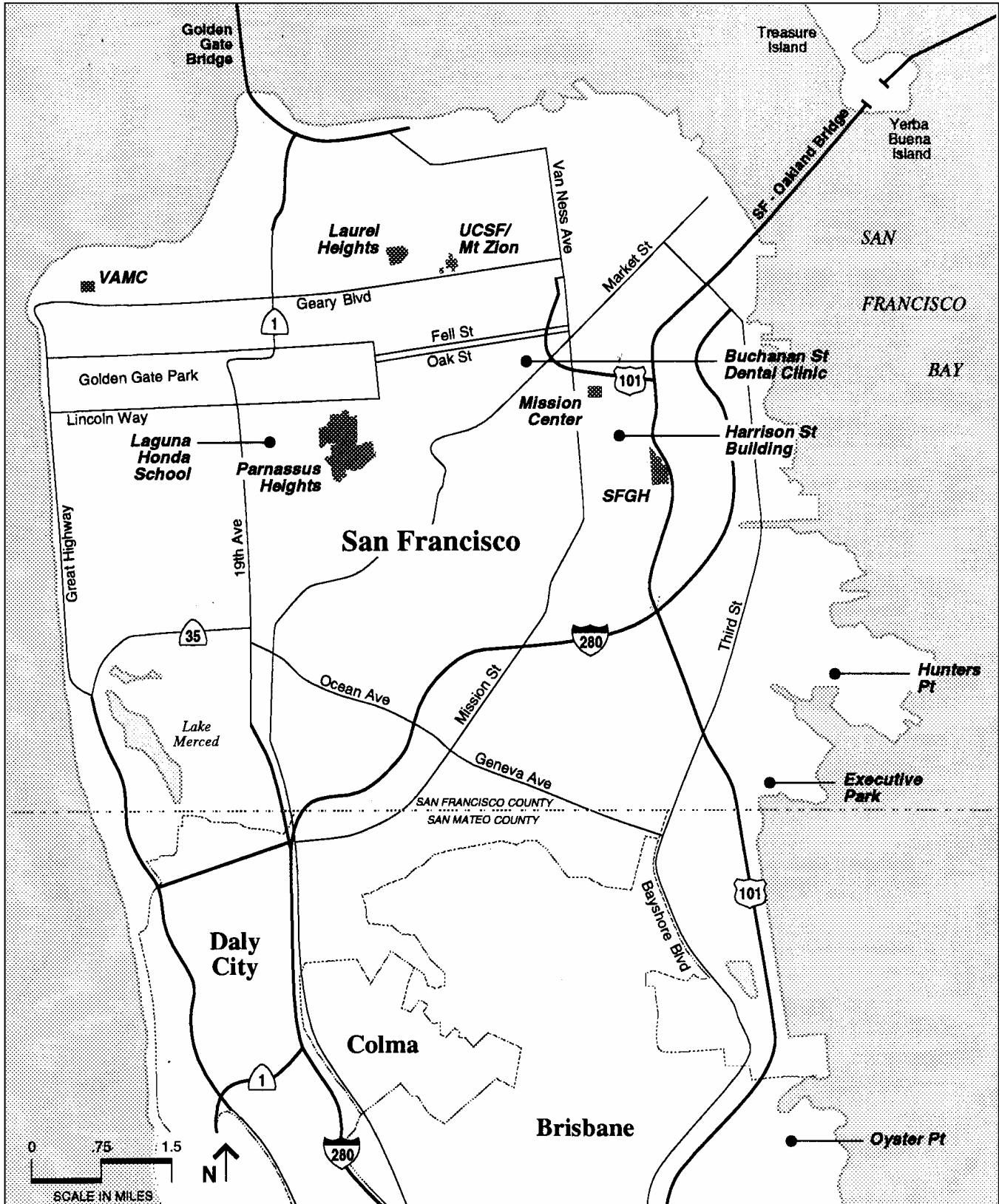


Figure 1
Existing UCSF Sites

Other major UCSF sites include the UCSF/Mount Zion Medical Center which was integrated with UCSF in 1990, Laurel Heights which was acquired in 1985, the Mission Center Building in San Francisco's Mission District, the Buchanan Street Dental Clinic, animal care facilities at Hunters Point, and materiel management facilities at Oyster Point. UCSF also occupies various leased spaces throughout San Francisco and the Peninsula. In total, UCSF occupies more than five million gross square feet (gsf) of owned and leased space at all of its sites. Section C of this chapter provides further detail on UCSF's current space inventory.

Scientific milestones made by UCSF faculty are numerous. The Nobel Prize was awarded in 1989 to Professors J. Michael Bishop and Harold Varmus for their discovery that oncogenes, the seeds of cancer, reside in the genes of all humans. Herbert Boyer of UCSF and Stanford colleague Stanley Cohen developed the genetic engineering techniques in 1973 that revolutionized the way biomedical research is now done, leading to new tests for genetic diseases and treatments for diabetes, heart disease and hepatitis, eventually spawning the entire biotechnology industry. Finally, research efforts are expanding as scientists search for new insights in many diverse fields including genetics, AIDS, pediatrics, the neurosciences, organ transplants, aging and cancer.

With over 15,000 full- and part-time faculty and staff located in San Francisco, the Bay Area and California, UCSF is one of San Francisco's largest employers and an important source of education and jobs. The campus work force comes predominately from San Francisco, with nearly 60% of all employees living in the City. Including secondary employment effects, UCSF's presence accounts for about 25,000 jobs in the Bay Area. During 1994-95, UCSF contributed over \$1.2 billion to the Bay Area economy, and more than 85% of UCSF's operating budget of \$1.13 billion came from non-state funds which would not have been spent here were it not for the presence of UCSF in San Francisco.

PREVIOUS UCSF LONG RANGE DEVELOPMENT PLANS

Prior to the 1980s, UCSF was primarily concentrated at the Parnassus Heights site. In the 1960s, UCSF had projected substantial student enrollment increases and had begun preparing for them by acquiring additional land adjacent to the Parnassus Heights site. Neighborhood groups opposed these actions and organized an effort to halt construction of individual buildings, including the then-proposed School of Dentistry building and the Moffitt Hospital Modernization project (later, Long Hospital).

1976 LRDP

In the 1976 LRDP, The Regents adopted several policies to limit growth at the Parnassus Heights site as part of a series of accommodations to neighborhood and state legislative concerns about further growth. The Regents designated 58 acres on the steep slopes of Mount Sutro at the Parnassus Heights site as an open space reserve, and designated the boundaries of the campus so as to limit the further acquisition or leasing of property by UCSF. Certain houses at the

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western border of the campus, on Third and Fifth Avenues in particular, were to be returned to residential use from office uses, and a transportation study was funded. Most importantly, The Regents limited the amount of built space at the Parnassus Heights site to 3.55 million gsf, and recognized the principle of limiting the average daily population there.

With these policies in effect, UCSF completed its plans for a new School of Dentistry Building, modernization of Moffitt Hospital and construction of a Child Care Center. The Buchanan Street Dental Clinic was built as an off-site extension of the Dental School in response to community needs, and off-site animal care facilities were located in the Hunters Point area of San Francisco. Demolition of certain structures at the Parnassus Heights site, including UC Hall (formerly UC Hospital), the Laundry/Storehouse building, and several temporary wooden structures was proposed, along with plans for the construction of several new buildings.

1982 LRDP

The 1982 LRDP emphasized the need for new academic and clinical space at the Parnassus Heights site, to be met by decentralizing other uses from Parnassus Heights and continued conversion of the Avenue Houses to residential use.

By 1982 UCSF had determined that certain construction proposals included in the 1976 LRDP could not be implemented, notably an administration building and a new laboratory/office building adjacent to the Health Sciences East and West towers. Consequently, the 1982 LRDP emphasized the need to limit the use of the Parnassus Heights site to purely academic and clinical functions such as instruction, laboratory research and patient care, and to move most campus-wide administrative functions to other locations. Accordingly, the 1982 LRDP highlighted needs for a new campus library, improved animal care space, more research facilities, improved classroom space and conversion of houses at the boundary of the campus to residential use. The goal of demolishing some of the same buildings identified for demolition in the 1976 LRDP was restated.

This approach reflected the concept of “decentralization” to other sites, where some uses at Parnassus Heights were moved to Laguna Honda School, Mission Center, Hunters Point and Oyster Point. UCSF acquired UCSF/Mount Zion, the Laurel Heights facility, and the remaining one-half condominium interest in the Mission Center building to help implement the 1982 LRDP.

In the mid-1980s, UCSF developed a plan to move the School of Pharmacy’s academic and research programs off Parnassus Heights to the Laurel Heights facility. This plan was delayed for several years pending the outcome of litigation of the Environmental Impact Report on that plan. Unable to use Laurel Heights as intended, and facing continuing needs to decentralize, UCSF relocated more units from the Parnassus Heights site to leaseholds throughout the city. In 1995, UCSF developed a revised plan to occupy the Laurel Heights facility with office-based instruction and research programs, office-based administrative uses and existing laboratories. The Environmental Impact Report on that plan was not legally challenged, and UCSF is proceeding to occupy the Laurel Heights building accordingly.

The decentralization of many non-academic functions to satellite locations met UCSF’s needs as determined in the 1982 LRDP for a time. However, the

facilities into which programs were moved are so widely dispersed that the result for UCSF has been higher operating costs and lower staff morale, especially for those not located at one of the four Medical Center locations (Parnassus Heights, UCSF/Mount Zion, and affiliations at SFGH and VAMC). Thus, the consolidation of current dispersed sites to fewer locations has become one of the principal goals of this LRDP, along with providing space for decompression and growth at existing sites.

CAMPUS AND COMMUNITY PARTICIPATION IN THE LRDP

The 1996 LRDP has been prepared under the guidance of three advisory groups created to facilitate campus and public input into the planning process: the Planning Committee for the 21st Century, the University Advisory Group (UAG) and the Community Advisory Group (CAG). Appendix B contains a full list of the membership of these advisory groups.

CAMPUS PARTICIPATION

Much of the work on the UCSF LRDP has been carried out under the guidance of the Planning Committee for the 21st Century, a faculty and administration committee responsible for the review and approval of a half-dozen academic and technical planning studies which have been incorporated into the 1996 LRDP. Of primary significance were the *Academic Mission Statement* which sets forth the long-term academic purposes of UCSF, and the *Goals and Objectives* for the LRDP, prepared jointly by all three advisory groups, which sets forth major goals and objectives pertaining to the future physical development of UCSF. Both documents are key elements of this LRDP, and are incorporated into the Plan. In particular, the specific proposals in this LRDP have been drafted to help achieve the *Goals and Objectives*, and the *Goals and Objectives* will be used to refine and implement these proposals, to develop future proposals, and to evaluate the potential major new campus sites.

The *Academic Mission Statement* is included as Appendix C of this document. The *Goals and Objectives* appear in Chapter 4, and are also presented along with their related assumptions, planning principles and criteria in Appendix D.

To advise the Chancellor and the 21st Century Committee on issues pertinent to the staff and students, the UAG was formed. The UAG examined ways in which operations and staff morale at UCSF could be enhanced by improving services and amenities at all campus sites. The UAG's recommendations have been incorporated in the *Goals and Objectives*.

In order to better understand the concerns of the campus community, a series of campus "town hall" meetings was held in the winter and spring of 1993-94 at Parnassus Heights, UCSF/Mount Zion, SFGH, and the VAMC. At each town hall meeting, the sites then under consideration for development of a major new campus site were described. In addition, UCSF Public Affairs produced a special issue of *Newsbreak* detailing the LRDP site alternatives and asked readers to provide feedback. These mechanisms for review were augmented by presentations given to the UCSF Academic Senate and other

campus groups. Finally, the Chancellor conducted two all-day sessions with UCSF's academic and administrative leadership in July 1994 and again in January 1995 to acquire additional feedback to guide the development of the LRDP.

COMMUNITY PARTICIPATION

From the very beginning of the LRDP planning process, UCSF conducted an extensive and inclusive public participation and outreach process to benefit from the views of individuals and groups in the San Francisco community. As a first step in developing the public participation program, UCSF conducted extensive interviews with a cross-section of 75 people. As a result of these interviews, UCSF developed a multi-faceted program, with the CAG serving as the central component. The CAG is a diverse group of 35 neighborhood, labor, ethnic and business leaders with an active interest in UCSF's role in the neighborhoods and the wider San Francisco area.

The CAG's input into the *Goals and Objectives* focused on how UCSF could carry out its activities in ways that would improve relationships with nearby neighborhoods and the community at large. The CAG also proposed criteria for selecting new campus sites and evaluating certain aspects of the LRDP's plan for growth, including transportation, housing and employment development.

Community workshops were another key component of the public participation program, and were designed to disseminate information and receive feedback from the community at large concerning the LRDP planning process. Fifteen workshops were held in eight different neighborhood locations in San Francisco and nearby cities—in communities where UCSF already has a major presence, as well as in areas UCSF has considered for a new site. The first series of workshops was conducted by UCSF staff. Later workshops were planned and facilitated by CAG and other community members, resulting in dramatically increased attendance and more productive workshops. Input received at the workshops provided the basis for the CAG's input into the *Goals and Objectives*.

At the beginning of the LRDP process, UCSF assembled the Community and Governmental Relations database, which contains over 3,000 individuals, businesses, neighborhood and civic organizations and elected officials. Updated continually throughout the LRDP planning process, the database was used to advise the public regularly on the progress of the LRDP planning effort through meeting notices and press releases; through *Directions*, a newsletter which explains the planning process of the LRDP and UCSF's plans for growth; and through updates in *To Our Neighbors*, a publication which provides 170,000 San Francisco households with information about UCSF. In addition, UCSF staff made over thirty presentations on the LRDP to community organizations and block clubs and met with interested individuals upon request.

Members of the CAG from neighborhoods near the Parnassus Heights site met separately to discuss their concerns about future development at Parnassus

Heights. That group included individuals instrumental in the adoption of the 1976 Regents' Resolution limiting UCSF's growth at Parnassus Heights, as well as other community representatives. They developed a series of recommendations concerning UCSF's activities at Parnassus Heights, which were presented to the full CAG for discussion, and to the public for feedback. Their recommendations were then revised to incorporate additional community concerns and submitted to the Chancellor of UCSF for consideration.

With respect to the possibility of UCSF occupying a portion of the Presidio of San Francisco, UCSF conducted a different approach because the National Park Service was in the midst of writing a new plan for the Presidio. UCSF had hoped to lease the Letterman/LAIR facility and locate some of its programs there. Over the course of two years, nearly a dozen meetings were held with various organizations and/or homeowners in the general vicinity to ascertain their specific concerns regarding the potential presence of UCSF in the evolving National Park Service plan. Negotiations between UCSF and the National Park Service over the possibility of leasing the Letterman/LAIR facility ultimately reached an impasse, and as a result, the LRDP does not discuss meeting any of UCSF's space needs at the Presidio.

IMPLEMENTING, MONITORING AND AMENDING THE LRDP

Implementation of the LRDP is discussed in Chapter 8, Implementation Strategy. That chapter describes the process through which particular site acquisition plans and project-specific construction plans will be submitted to The Regents for approval. It also briefly discusses the magnitude of cost involved with implementation of this LRDP and funding sources that may be available to UCSF to meet some or all of those costs. The implementation strategy also provides some indication regarding potential timing for implementing the components of the LRDP, although it is not possible to commit to a particular time frame for individual components of the LRDP until funding for individual projects is secured and the effects of managed care on academic medical centers such as UCSF are better known.

Following certification of the LRDP EIR and adoption of the LRDP, public information about progress on the LRDP will be disseminated in a number of ways. As individual projects move forward, notice will be given via the environmental review process, and mitigation measures adopted in the LRDP EIR to eliminate or reduce significant environmental impacts will be reviewed and implemented through the required Mitigation Monitoring Program. In addition, UCSF expects to transform the CAG into a new advisory body which would include members of the CAG and UCSF Foundation members. This new group would not only monitor the progress of the LRDP, but would also provide the community with information on issues of particular concern, such as parking and housing, and provide UCSF with feedback on an ongoing basis.

After the Final LRDP is adopted, amendments to the LRDP may be proposed for consideration by The Regents in the future. Such amendments may be necessary if unanticipated events occur or development proposals varying significantly from this LRDP are put forth, and will be accompanied by

necessary environmental review. Appropriate revisions to this document will be made as necessary to reflect any amendments throughout the planning period of this LRDP.