**Memo to the Planning Commission**

**HEARING DATE: JUNE 4, 2020**

**Date:** May 28, 2020  
**Project Name:** UCSF Comprehensive Parnassus Heights Plan (CPHP)  
**Case Number:** 2020-002347CWP  
**Staff Contact:** Joshua Switzky, Land Use & Community Planning Program Manager  
(415) 575-6815, joshua.switzky@sfgov.org  
**Recommendation:** None – Informational Only

**BACKGROUND**

The University of California San Francisco (UCSF) is one of 10 campuses in the UC system, and the only one solely focused on health sciences. UCSF functions include teaching, research, and a health system with a hospital that consistently ranks in the top ten nationwide. UCSF is San Francisco’s second largest employer – after the City itself – with 22,500 faculty and staff per the UCSF 2014 Long Range Development Plan (LRDP). UCSF has a student population of over 6,000 comprised entirely of graduate level students and beyond (e.g. postdocs, clinical residents). There are three major campus sites at Parnassus Heights, Mount Zion, and Mission Bay, and a multitude of other owned and leased sites throughout San Francisco, including at Zuckerberg San Francisco General Hospital. All told, UCSF occupies approximately 8 million square feet of building space across approximately 200 acres. UCSF currently provides approximately 1,600 units of housing for students, clinical residents, and faculty, located at Parnassus and the Mission Bay area (with the vast majority located at Mission Bay and vicinity).

The most significant change in physical facilities for UCSF citywide over the past twenty years have occurred at Mission Bay where UCSF has constructed a new campus, which was the major thrust of the university’s 1996 LRDP. The most recent LRDP, adopted in 2014, focused on further intensification of its Mission Bay campus and other modest changes and reinvestment systemwide. One the most notable most change to UCSF’s facilities considered, and now implemented, in the 2014 LRDP was the decommissioning and sale its 10.3-acre Laurel Heights facility at 3333 California, which was approved in 2019 by the Planning Commission and Board of Supervisors to be redeveloped with housing. Another was UCSF’s acquisition and development of three sites in the Dogpatch area off the Mission Bay campus. Related to these projects in Dogpatch included engagement with the neighbors and the City, including the Planning Department and others, in a “cushioning action plan” whereby UCSF agreed to contribute toward or undertake improvements in that neighborhood of mutual benefit to UCSF and the neighborhood, including investments in open space, transportation, and community facilities. Planning for changes and construction at Mount Zion and Parnassus Heights has been much less substantial over the recent decades.

**PARNASSUS HEIGHTS**

For the last two years, UCSF has been engaged in efforts to identify how best to reinvest in the Parnassus Heights campus, which is the oldest and largest of UCSF’s campuses, to address a range of challenges facing this campus, including the viability of aging buildings, limitations of its facilities to meet the challenges of the contemporary healthcare and research environment, building code/seismic requirements for inpatient and clinical facilities, a goal of providing more housing for its students and workforce, and a desire to improve its public spaces and connectivity to the surrounding city.

The campus comprises 107 acres. UCSF’s facilities are concentrated on the north side of the campus site, where Moffitt and Long Hospitals, four professional schools, clinics, research, housing, parking, and other support uses are located. The 61-acre Mount Sutro Open Space Reserve (Reserve) occupies the central and...
southern portion of the campus property. The Aldea Housing complex is located in the southeast portion of the campus site adjacent to the Reserve. The current average daily population at Parnassus Heights is estimated at approximately 17,400 persons, including faculty and staff, students, patients, and visitors. There are currently nearly 7,400 UCSF faculty and staff employed at the campus site. About 580 residents currently reside in UCSF housing at the Parnassus Heights campus site.

Since the 1976 LRDP, the framework for growth at the Parnassus Heights campus has been contained in a Regents-adopted resolution (“1976 Resolution”), committing, among other things, to the following key elements:

- A “space ceiling” of 3.55 million gross square feet (gsf) of non-residential space (though existing space slightly exceeds this at approximately 3.7m gsf)
- A permanent campus boundary, with no further expansion of UCSF within the area bounded by Golden Gate Park/Oak Street, Ninth Avenue, Clarendon Avenue, and Clayton Street.
- A permanent Mount Sutro Open Space Reserve (that at the time was set at 58 acres and has since been increased to 61).

In October 2019 UCSF released the “Comprehensive Parnassus Heights Plan Final Report” (“CPHP”) which sets forth the vision and strategy for a revitalization/redevelopment effort anticipated to occur over a 30-year period. The plan, which would require an amendment by the UC Regents to the 2014 LRDP, calls for development of up to approximately 2.05 million net additional square feet, and anticipates a substantial increase in the campus daytime population. Approximately 750 housing units (constituting about 915,000 square feet of the net growth) would be added in total, split between the Aldea area near the top of Mount Sutro and along a restored 4th Avenue at the western side of the campus between Parnassus and Kirkham Avenues, more than quadrupling the housing stock currently at Parnassus campus (222 units). The remaining 1.37 million square feet would primarily consist of net new clinical and research space, including a new hospital. The LRDP amendment would result in an increase in the estimated average daily population from approximately 18,500 in horizon year 2035 to about 25,300 in horizon year 2050, a net increase of approximately 6,800. When compared to the existing average daily population at the campus site of 17,400, the proposed LRDP amendment would result in a net increase in the average daily population by nearly 7,900 by 2050.

This proposed LRDP amendment would require the UC Regents to increase the space ceiling limit from the current 3.55 million square feet to a proposed 5.05 million square feet, and to adjust the boundaries but maintain the current minimum size of the Mount Sutro Open Space Reserve.

UCSF published a Notice of Preparation and Initial Study for an Environmental Impact Report on January 14, 2020, currently plans to publish the Draft Environmental Impact Report (DEIR) on the proposed CPHP in mid-June and to seek approval from the UC Regents in November 2020. UCSF would follow up afterwards with a project-specific EIR on the new hospital, which UCSF seeks to complete by 2030.

**UCSF-CITY COORDINATION ON CPHP**

As a state institution, UCSF is generally not subject to the jurisdiction of the City, including the Planning Code, General Plan and Building Code, for approval of its plans and construction projects on its properties, though certain elements of UCSF’s plans may require approval or cooperation of the City, such as improvements or changes to City-owned right-of-way and other City-owned infrastructure. The UC Regents certify CEQA documents prepared for UC projects, and the City may submit comments on these documents.

UCSF has included in their community engagement efforts representatives from Planning staff along with other City agencies (including SFMTA, Office of Resilience & Capital Planning, Recreation & Parks). These efforts have included a Community Working Group and Community Advisory Committee, both of which have primarily comprised residents, merchants and stakeholder groups representing the immediately surrounding neighborhoods. As part of its Community Advisory Group process from late 2019 through May
2020, UCSF has been soliciting and generating ideas for how the university could provide additional community investments and improvements that would address core issues of concern, particularly around transportation, housing, and open space.

On January 16, 2020, Mayor Breed, along with Board of Supervisors President Norman Yee and Supervisor Dean Preston (whose districts, D7 and D5, include the Parnassus campus), authored a letter to UCSF Chancellor Sam Hawgood. The letter expressed a desire that UCSF work collaboratively with the City to address the growth and changes proposed by the CPHP. Specifically, the Mayor and Supervisors called for the Planning Department to convene a “stakeholder process” with UCSF to ensure City and community voices are heard and addressed, such as around issues of transportation and housing, among other issues. The ultimate goal of this process would be to draft a mutually-ratified Memorandum of Understanding (MOU) between the City and UCSF that addresses these issues by describing commitments of both parties and processes for moving forward. Other analogous campus-city agreements in San Francisco and nearby cities related to campus expansion plans of state universities include a 2007 MOU between the City of San Francisco and San Francisco State University and a 2005 Settlement Agreement between the City of Berkeley and UC Berkeley.

The Planning Department and UCSF are engaged in ongoing conversations about how to structure this stakeholder process to achieve the Mayor and Supervisors’ objectives, culminating in an MOU, following on the heels of UCSF completing its community process in June.

Attachments:
January 16, 2020 letter to Chancellor Hawgood from Mayor Breed, Board President Yee, and Supervisor Preston
January 27, 2020 letter from Chancellor Hawgood to Mayor Breed, Board President Yee, and Supervisor Preston
UCSF Presentation for June 4, 2020 informational hearing
January 16, 2020

Chancellor Sam Hawgood
University of California, San Francisco
513 Parnassus Avenue, Room 115 F, Box 0402
San Francisco, CA, 94143

Dear Chancellor Hawgood,

Happy New Year! As we begin this new year, this new decade, we look forward to continuing to work with you and the leadership of UCSF to help advance UCSF’s mission of being the leading university dedicated to advancing health worldwide through preeminent biomedical research, graduate-level education in the life sciences and health professions, and excellence in patient care. We know UCSF is devoted at every level to serving the public, and the residents of San Francisco are fortunate to have your 22,500 employees serving them, as well as, to benefit from the nearly $6.5 billion you generate annually for the Bay Area economy.

Working collaboratively has been the hallmark of the City and County of San Francisco and UCSF’s relationship over the years. As examples, we can proudly point to UCSF’s partnership with our Department of Public Health in operating Zuckerberg General Hospital, or more recently, your assistance reviewing the methodology of the environmental testing surrounding the Shipyard at Hunter’s Point. Indeed, both the City and UCSF tremendously benefit from working together.

To that end, and to further this collaborative spirit, as UCSF embarks on its rebuild and, truly, its reimagining of its Parnassus Height Campus, we propose that the City’s Planning Department convene a City stakeholder process and directly engage with your planning team on the future design and uses of the campus. We are well aware of your growing needs and of the public’s growing demands on your health care system and the services you provide. However, we want to ensure that as UCSF moves forward with its proposal, the input of the City’s Planning Department and UCSF’s surrounding neighborhoods are heard.

Moreover, as we discuss the growth at Parnassus Heights, the common challenges we both face – housing supply, affordability, transportation infrastructure, demand for more community and social services, and climate and seismic related risks – should be addressed in manners consistent with both UCSF’s and the City’s polices. By working with the City’s Planning Department, the Mayor’s office, District Supervisors, and neighborhood residents, we are confident such challenges can be met to address both of our short term and long-term needs.
In 2007, the City and County of San Francisco entered into a Memorandum of Understanding with San Francisco State University, as they embarked on their own campus redesign, which adopted and formalized arrangements for the coordination and consideration of both of our interests and inputs in the context of land use approvals, transportation needs, and ongoing service provisions. This is a model of collaboration that we recommend we pursue jointly as you move forward with the Parnassus project. As a first step in this process, we would like to meet with you and your team to outline a proposal for how such an MOU could be adopted by both of us. Should you have any initial questions or comments, please do not hesitate to contact any one of us. We look forward to discussing this further.

Sincerely,

London N. Breed
Mayor, City and County of San Francisco

Norman Yee
President, San Francisco Board of Supervisors

Dean Preston
Member, San Francisco Board of Supervisors, District 5
January 27, 2020

The Honorable London Breed
Mayor, City and County of San Francisco
1 Dr. Carlton B. Goodlett Place, Room 200
San Francisco, CA 94102-6141

The Honorable Norman Yee
Board of Supervisors, President
City Hall
1 Dr. Carlton B. Goodlett Place, Room 244
San Francisco, Ca 94102-4689

The Honorable Dean Preston
Supervisor
1 Dr. Carlton B. Goodlett Place
City Hall, Room 244
San Francisco, Ca 94102-4689

Dear Mayor Breed, Board President Yee, and Supervisor Preston:

Thank you for your letter regarding the history of collaboration between the City and County of San Francisco (City and County) and the University of California, San Francisco (UCSF), and our plans to revitalize our Parnassus Heights presence. We look forward to sharing our plans for a new seismically compliant hospital and campus that will support our public health mission and improve the daily experience of our neighborhood.

As a public university focused on health research, education, and care delivery, we view our partnership with the City and County and the San Francisco Department of Public Health at Zuckerberg San Francisco General Hospital and Trauma Center as part and parcel of our public health mission. We are grateful for the privilege to serve, and to be an integral part of, the City we call home.

Our commitment to serve the public also is reflected in our regular and proactive community engagement process on planning and land use issues. For more than 30 years, and as we did in developing our Mission Bay campus and hospitals, we have worked successfully with our neighbors through our Community Advisory Group (CAG) and with the City and County to develop solutions and make community investments that serve the interests of patients, neighbors, and the broader San Francisco community.
With the recent publication of our Comprehensive Parnassus Heights Plan (CPHP), which sets out the project principles and guidelines, we have already moved our ongoing engagement with our neighbors and the CCSF into the next phase of work. Immediate next steps include discussing our Parnassus Heights plan with the City’s Planning Department, beginning with a meeting we have already scheduled with John Rahaim, the Director of the Planning Department, on February 6, 2020.

As a part of our community engagement process, we held seven meetings, a campus walking tour, and two open houses with neighbors during the past year via a UCSF-convened Community Working Group (CWG) whose contributions we incorporated into the CPHP as a Community Ideas Report.

In August 2019, we began our second phase of discussions with our neighbors through the Advisory Committee for the Future of Parnassus Heights, which we formed to help UCSF identify potential neighborhood impacts and appropriate community investments. Additionally, over the duration of the CPHP, UCSF will provide further opportunities for community feedback on each project through the environmental review process (CEQA) and individual project design meetings.

We look forward to developing our plans further with continued input from our neighbors, and appreciate your engagement and support. While our work is just beginning, we are confident we will build a new Parnassus Heights presence that brings practical benefits to the neighborhood and enables us to fully leverage our academic-backed healthcare to serve the growing demand for complex care that exceeds our current capacity and that other health care institutions refer to us.

I hope the information shared above offers a helpful view of the depth and breadth of our community engagement efforts. For additional details on our community engagement process, including key plans, reports, surveys, and working groups, I have enclosed an addendum.

We look forward to a meeting with the three of you to outline next steps.

Sincerely,

Sam Hawgood, MBBS
Chancellor
Arthur and Toni Rembe Rock Distinguished Professor

cc: John Rahaim, Director, Planning Department
Addendum

Community Advisory Group (CAG). Since 1997, UCSF has convened a Community Advisory Group (CAG), comprised of 20 individuals from neighborhood and community organizations in San Francisco, to advise the University. The mission of the CAG is to (1) serve as a community advisory body and sounding board for UCSF administration on planning issues, based on both a neighborhood and a city-wide perspective; (2) assist UCSF in strengthening communication with and engagement of the public on broader issues of community concern; (3) provide essential and relevant feedback on programs, campus planning and development activities; and (4) identify strategies and actions for addressing community concerns. UCSF CAG meetings take place quarterly on the first Wednesday of the month in March, June, September, and December at 6:30 pm.

Comprehensive Parnassus Heights Plan (CPHP). The re-examination of Parnassus Heights was sparked by two events: 1) the need to replace the Moffitt Hospital to meet new seismic safety requirements established by the State of California; and 2) the need to reconfigure and modernize the campus’ academic and research programs.

To inform the planning and design process, UCSF sought input from community members to identify potential improvements that would further the community’s goal for the physical environment in the neighborhoods surrounding the Parnassus Heights campus and over the course of our engagement we mailed over 37,000 notices and postcards to neighbors inviting them to participate in our process.

CPHP Community Engagement Process – Phase One (July 2018 – May 2019):

Community Survey. In July 2018, UCSF launched a survey to collect input on how the historic Parnassus Heights campus can better serve community members, employees, patients and visitors. The survey solicited in-depth feedback on how community members currently use the campus and what changes community members would like to see. Between July and August 2018, a total of 1,139 surveys were collected. The survey was accessible in print and online formats to accommodate participant preferences. Available in English, Spanish, and Chinese, the survey reached a broad range of local residents, employees, patients and visitors interested in the future of the Parnassus campus, but the majority of respondents were residents of the neighborhoods surrounding the campus, both to the east and to the west.

UCSF promoted the survey through multilingual postcards mailed to local residents and businesses near the campus. UCSF sent over 800 emails to electronic mailing lists, and other established channels also were used to publicize the survey.

Community Working Group (CWG). The University established a Community Working Group (CWG) comprising 24 members, representing neighborhood groups, city departments, public agencies, and other local stakeholders. The purpose of the CWG was to provide input into the Parnassus campus’ planning and development projects. The CWG met seven times (October 2018 – May 2019) throughout the campus re-envisioning process and offered feedback and comments on various aspects of the emerging campus concept plan.

In addition to the seven meetings and the community survey, UCSF conducted a walking tour for CWG members and campus neighbors and held two Community Open Houses, in November 2018 and in March 2019, which attracted more than 100 participants.
Community Ideas Report. The Community Ideas Report reflects the feedback received from neighbors through our community outreach activities. The document is a work product that was submitted to the Parnassus Master Plan Steering Committee and was included in the final design guidelines for the Comprehensive Parnassus Heights Plan.

CPHP Community Engagement Process – Phase Two (August 2019 – May 2020):

Advisory Committee for the Future of Parnassus Heights. In August 2019, UCSF began the second phase of its community engagement process for the CPHP by convening the Advisory Committee for the Future of Parnassus Heights. The Advisory Committee is comprised of 20 members representing neighborhood groups, city departments, public agencies, and other local stakeholders. The Advisory Committee, working on an analysis of CPHP impacts and UCSF’s accountability, is charged with producing an assessment of neighborhood impacts that may result from the CPHP and identifying potential community investments to offset any such impacts. The Advisory Committee is scheduled to meet nine times (August 2019 – May 2020) and UCSF will host a Community Open House on June 10, 2020, to share the committee’s work with those who have been unable to participate in the process.
UCSF Comprehensive Parnassus Heights Plan

San Francisco Planning Commission Informational Briefing

Brian Newman, Senior Associate Vice Chancellor, UCSF Real Estate
Vice President, UCSF Health
Francesca Vega, Vice Chancellor, Community & Government Relations
Alicia Murasaki, Assistant Vice Chancellor, Campus Planning, UCSF Real Estate

June 4, 2020
UCSF’s Public Mission & Health Equity Commitment

• UCSF serves the COVID-19 public health strategy led by San Francisco & California
  o COVID-19 testing and care of vulnerable populations in the Mission District
  o Statewide partner for COVID-19 testing capacity and contact tracing in all 58 counties
• Long history of community partnerships in San Francisco
  o *Science & Health Education Partnership:* Reaches 90%+ of SFUSD students to improve scientific, health literacy since 1987
  o *EXCEL Program:* Trained 280+ people with skills-building and job experience leading to employment at UCSF since 2011
  o *SF CAN:* Targets cancers affecting racial/ethnic minorities by reducing inequities in prevention, screening, care access since 2017
• Launched Anchor Institution Initiative in 2019 to leverage resources to improve long-term health and social welfare in San Francisco
• Provided most days of Medi-Cal care for inpatients in San Francisco County in FY2018 – 74K days
UCSF is one of ten University of California campuses, and the only one focused exclusively on health

- Parnassus Heights is a major UCSF campus site.
- Challenges at Parnassus Heights:
  - Aging buildings and infrastructure
  - Regulatory/seismic compliance
  - Building overcrowding
  - Lack of quality spaces
- Parnassus Heights requires major renewal and investment in infrastructure and facilities
- The Comprehensive Parnassus Heights Plan (CPHP) was prepared to address these needs.
The Plan is based on Six Big Ideas designed to transform the campus into a welcoming, attractive and functional place that contributes to the fabric of the community.

Form complementary districts
Redefine districts and provide opportunities for convergence of the missions.

Irving St. connects to the community
Create a welcoming campus to visitors, patients and the public.

Emphasize connections for convergence
Create multi-purpose, cross-disciplinary spaces that address need for collaboration and social gathering.

Park-to-Peak, a vertical campus
Take advantage of the topography and improve access through campus.

Create the “campus heart”
Design a campus heart that sparks conversations, collaboration and engagement.

Parnassus Ave. is the campus “main street”
Design a comfortable pedestrian experience, while allowing local access.
Parnassus Heights CPHP Campus Vision
The “Park to Peak” vision would improve green connections between Golden Gate Park and Mount Sutro.

Connect Park to Peak.

Provide publicly accessible routes up to the Mount Sutro Open Space Reserve.

Increase vertical connectivity up the mountain by integrating publicly accessible elevators and pedestrian pass-throughs into key buildings, such as the new Research and Academic Building, the New Hospital, and other future landscapes, facilities or renovations.
The Plan greatly expands campus open space and improves the public realm

- Create a new network of public open spaces and improved streetscapes that benefit campus users and the surrounding community.
Streetscape improvements along Parnassus Avenue will strengthen the relationship of the campus to the city street grid
The restoration of Fourth Avenue through the campus would reknit the City street grid and provide access to new development sites, including new campus housing.
Improvements to the campus arrival experience at Irving Street will be more welcoming and enhance the campus’ connection to the adjacent neighborhood.
The Plan would significantly increase the amount of campus housing at Parnassus Heights to 984 units.

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<th>Location</th>
<th>Current Units</th>
<th>Proposed Units</th>
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<tr>
<td>Aldea</td>
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<td>Main Campus</td>
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<td>50</td>
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<tr>
<td><strong>TOTAL</strong></td>
<td><strong>222</strong></td>
<td><strong>984</strong></td>
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New Design Guidelines for the Parnassus Heights campus will ensure cohesive development throughout the implementation of the Plan

- Be Distinctly Local
- Support a Healing Place
- Connect Park to Peak
- Be Welcoming
- Enable Intuitive Wayfinding
- Design for Human Comfort
- Present a Cohesive Identity and Unique Design
The Plan would provide an additional 2.04 million gsf of new construction by 2050, for a total of 5.96 million gsf*.

*5.05M GSF excluding housing
To implement the Plan, an amendment to UCSF’s 2014 Long Range Development Plan (LRDP) is required

- UCSF’s 2014 LRDP guides the University’s physical development through 2035.
- The CPHP is a 30 year plan with a horizon of 2050.
- The LRDP contains a Regent’s Resolution with a “space ceiling” that limits non-residential development at Parnassus to 3.55 million gsf, and a commitment to maintain a 61-acre Mount Sutro Open Space Reserve.
- UCSF proposes to update the Regents’ Resolution to increase the space ceiling from 3.55 million gsf to 5.05 million gsf, and adjust the Reserve boundary while maintaining the 61 acre minimum size of the Reserve.
A Draft Environmental Impact Report on the proposed growth will be published in June 2020

• Initial Study published Jan. 2020
• EIR will analyze the potential environmental impacts of an additional 2 million GSF
• Continued coordination with San Francisco Planning staff
• Current anticipated schedule:
  o Draft EIR: June 2020
  o 45 day EIR Public Review
  o Final EIR: Nov 2020
Community Engagement: Inclusive, Participatory, and Responsive

• UCSF’s Planning Process:
  o Faculty Working Groups
  o Visioning Workshops
  o Town Hall Meeting: more than 300 participants
  o Community Relations Subcommittee

• Public Process:
  o Discovery: neighborhood survey, informational materials, presentations.
  o Development: launched community working group, presented community with multiple conceptual ideas, solicited feedback, finalized CPHP vision and published Community Ideas Report
  o Stakeholder Engagement: ongoing engagement with nonprofits, neighbors, businesses, city representatives and extended Advisory Committee process.
UCSF has experience with community investments, in Dogpatch

- **The Hub**: UCSF committed $4.2M towards a new neighborhood community center

- **Esprit Park**: UCSF committed $5M for park renovations to provide the neighborhood with enhanced open space

- **Dogpatch/Potrero Stair Connector**: UCSF committed $500,000 towards a staircase connecting Dogpatch with the Potrero Hill Recreation Center

- **Caltrain Station Improvements**: UCSF committed $250,000 for improvements to the 22nd Street Caltrain station entrances

- **Traffic Signal at 18th & Minnesota**: UCSF committed $600,000 for a new traffic signal at a notoriously dangerous pedestrian crossing
Community Investments

1. Project Design: building design, landscaping and open space
   - Design Guidelines – Achieving design excellence on all future buildings
   - Park to Peak – Expanded Campus open space and access to Mount Sutro
   - Public Placemaking – A sense of place for guest and patient arrival experience

2. CEQA Mitigation: Mitigating Environmental Impacts

3. Additional Community Investments in Conjunction with Anchor Institute Initiative
   - Further community investments *not* addressed through project design or CEQA mitigations. For example:

   - **Mobility Improvements**
   - **New Housing**
   - **Open Space and Connectivity**