Office of the President
September 9, 2004

TO MEMBERS OF THE COMMITTEE ON GROUNDS AND BUILDINGS:

EXECUTIVE SUMMARY

For Meeting of September 21, 2004

CERTIFICATION OF ENVIRONMENTAL IMPACT REPORT AND APPROVAL OF COASTAL LONG RANGE DEVELOPMENT PLAN, UC SANTA CRUZ MARINE SCIENCE CAMPUS, SANTA CRUZ CAMPUS

Campus: Santa Cruz

Project: Coastal Long Range Development Plan

Proposed Action: Certify EIR and adopt Coastal Long Range Development Plan (CLRDP) for Marine Science campus.

Previous Action: Master Plan for UCSC Institute of Marine Sciences Long Marine Laboratory was adopted in 1993.

Future Action: Submission of Plan to Coastal Commission

Project Summary: The CLRDP would allow for the construction of 561,100 square feet (sf) of new development including approximately 409,100 sf of new building square footage and 152,000 sf of new outdoor uses (outdoor research area, laydown yard, and expanded seawater system capacity). The new building space includes 254,500 sf for marine research and education, 19,000 sf of support facilities (including a seminar auditorium, meeting rooms, and food service), 98,100 sf of support housing (in a variety of forms), and 37,500 sf of equipment storage and maintenance facilities. The removal of several trailers and other temporary facilities involves the loss of 31,244 sf of existing building area. The Younger Lagoon Reserve would be retained as a part of the UC Natural Reserve System and protected through limiting public access and minimizing the effects of adjacent development.

At a Coastal Commission permit hearing regarding the Center for Ocean Health on August 11, 1999, the University was notified by the Coastal Commission that it wished not to consider any further development permits for this campus outside the context of a Long Range Development Plan. The proposed CLRDP meets that requirement.

ITEM FOR ACTION

For the meeting of September 21, 2004

CERTIFICATION OF ENVIRONMENTAL IMPACT REPORT AND APPROVAL OF COASTAL LONG RANGE DEVELOPMENT PLAN, UC SANTA CRUZ MARINE SCIENCE CAMPUS, SANTA CRUZ CAMPUS

The President recommends that the Committee on Grounds and Buildings recommend to The Regents that upon review and consideration of the attached Environmental Impact Report (EIR), The Regents:

(1) Certify the Environmental Impact Report for the UC Santa Cruz Marine Science Campus Coastal Long Range Development Plan (CLRDP).

(2) Adopt the attached Mitigation Monitoring Program for the Final EIR.

(3) Adopt the Statement of Overriding Considerations included in the Findings.

(4) Adopt the attached Findings pursuant to the California Environmental Quality Act.

(5) Adopt the UC Santa Cruz Marine Science Campus Coastal Long Range Development Plan.

(6) Authorize the President or designee to modify the CLRDP, if required, in response to comments received from the California Coastal Commission, provided that any substantial changes in principles or policies of the CLRDP would be brought to The Regents for approval.

BACKGROUND

The Coastal Long Range Development Plan is a comprehensive physical development and land use plan that governs development, land use, and resource protection at the UC Santa Cruz Marine Science Campus, including Younger Lagoon Reserve (YLR). This plan has a dual identity as a Long Range Development Plan prepared pursuant to the Bylaws of The Regents of the University of California and as a "Coastal" Long Range Development Plan prepared pursuant to the California Coastal Act. As the former, the adoption of this plan fulfills The Regents' aim periodically to develop plans to guide development on the University's campuses. As the latter, the adoption of this plan and subsequent certification by the California Coastal Commission results in the delegation to the University of California of the authority to undertake or authorize any development project consistent with the plan without a coastal development permit.

The CLRDP is a document separate from the Long Range Development Plan for the 2,000-acre main campus of UCSC, which is located approximately two miles to the north. The CLRDP building program proposes construction of new facilities within three development areas (upper

terrace, middle terrace, and lower terrace) and the removal of several trailers and other temporary facilities. Under the proposed CLRDP, 561,100 sf of new development would be constructed on the Marine Science Campus. This includes approximately 409,100 sf of new building square footage and 152,000 sf of new outdoor uses. The largest part of the building program, 254,500 sf, is devoted to marine research and education. Other development components include:

- 19,000 sf of support facilities (including a seminar auditorium, meeting rooms, and food service)
- 98,100 sf of support housing (in a variety of forms)
- 37,500 sf of equipment storage and maintenance facilities
- 152,000 sf of outdoor research area, laydown yard, and expanded seawater system capacity.

Other supporting miscellaneous uses, including public access and recreation facilities and parking facilities, are included in the plan. The removal of several trailers and other temporary facilities involves the loss of 31,244 sf of existing building area. With regard to land area that is Younger Lagoon Reserve, the CLRDP proposes to retain this natural resource area as a part of the UC Natural Reserve System and seeks to protect it through limiting public access and minimizing the effects of adjacent development.

History of Land Acquisition at the Marine Science Campus

In 1972, The Regents accepted 40 acres of land as a gift from Donald and Marion Younger of Santa Cruz, California, which enabled UC Santa Cruz to begin the planning and development of a marine laboratory at this coastal site some two-and-one-half miles from the Main Campus. The Joseph M. Long Marine Laboratory opened in December of 1978 under the auspices of the Institute of Marine Sciences, an Organized Research Unit of UC Santa Cruz. In 1987, The Regents approved the inclusion of approximately 25 acres of the site into the UC Natural Reserve System as the Younger Lagoon Reserve, which is managed to preserve the lagoon system for teaching and research. In 1997, The Regents acquired a three-acre addition to the site from the adjacent landowner, Wells Fargo Bank, upon which the Seymour Marine Discovery Center was developed and opened to the public in March 2000. In 1998, the National Oceanic and Atmospheric Administration (NOAA) acquired a two-and-one-half-acre parcel from Wells Fargo Bank, adjacent to the University's site, upon which they developed a fisheries laboratory under the auspices of the NOAA Southwest Fisheries Science Center. In 1999, The Regents purchased the remaining 55 acres of the Wells Fargo Bank parcel, bringing the University's total holding at the site to 98 acres.

Relationship to Prior Plans

Up until 1999, the California Coastal Commission permitted development on the UC Santa Cruz Marine Science Campus without an approved Long Range Development Plan through the use of a master permit and amendment process. The Coastal Commission approved a master permit for

the campus in 1983, and since that time development has been approved on a project-by-project basis as an amendment to the master permit. On August 11, 1999, at a Coastal Commission permit hearing regarding the Center for Ocean Health, the University was notified through the oral testimony of the Coastal Commission chairperson that the Commission wished not to consider any further development permits for this campus outside the context of a Long Range Development Plan. Immediately thereafter, UC Santa Cruz began development of the Coastal Long Range Development Plan.

Upon adoption by The Regents, this CLRDP will supersede the most recent planning document for Long Marine Lab, the UCSC Institute of Marine Sciences Long Marine Laboratory Master Plan, which was adopted by The Regents in 1993. This CLRDP, upon approval by the California Coastal Commission, will also supersede the UCSC/Long Marine Lab Campus Interim Access Plan (2000).

The Function of the Coastal Long Range Development Plan

The CLRDP is a general plan for the physical development of the site and is intended as a commitment to plans and policies that relate to general land use, circulation and parking, public access and recreation, storm water and other environmental management, utilities and services, resource protection, habitat management, and transportation demand management, within the scope and timeframes set forth herein. The CLRDP is not intended, however, as a commitment to any specific building project, building construction schedule, or building funding priority. The anticipated horizon year for this CLRDP is 2023; however, this horizon year is intended only to establish a planning target to provide a finite project description for analytical purposes. It does not commit the University to achieve the projected level of development by 2023. Neither do the CLRDP and its associated EIR necessarily expire at that time.

Program Justification

Oceanography and marine sciences in the century ahead will be very different from the past. Due to the global scale and interdisciplinary nature of the problems and research questions we now face, it has become clear that, by themselves, individual scientists working in isolated laboratories cannot answer these questions and resolve these issues. Consortiums of marine institutions and scientists and integrated or interdisciplinary science have become necessary to deal with these complex local- and global-scale problems. The Center for Integrated Marine Technologies, the Ocean Drilling Program, Partnership for Interdisciplinary Studies of the Coastal Ocean, and the Consortium for Oceanographic Research and Education are a few examples of such groups. Scientists within the Institute of Marine Sciences at UC Santa Cruz are involved with these and other groups that are making important contributions to our understanding of the Monterey Bay, the Monterey Bay National Marine Sanctuary, and the global oceans. Over the past decade the Institute of Marine Sciences has responded to these changes and issues and focused efforts in three directions:

- Assisting in the development of excellent academic programs and outstanding marine instrumentation facilities.

- Developing partnerships and collaborations with State and federal marine agency programs and the private sector to strengthen programs and expand capabilities at a time when University resources have been limited.
- Developing public education and policy related programs to complement and use fully its marine research capabilities and resources and share the results of research with the public at large and decision makers at all levels.

The University of California, Santa Cruz is now a State-assisted institution with nearly two-thirds of its budget coming from non-State sources. In the area of ocean research, the Institute's 46 marine faculty and approximately 30 researchers brought in approximately $60 million in external funds to the campus over the past five years to support marine research. That sum represents approximately 20 percent of the extramural funds brought to the entire campus. Marine sciences has been an integral part of the campus teaching and research efforts since the campus opened 36 years ago and has become increasingly important as the campus has grown, as ocean issues and concerns have become more paramount, and as the research and teaching opportunities associated with the unique location on Monterey Bay have been developed. The Institute of Marine Sciences and Long Marine Laboratory have long recognized that campus resources were limited and that there are many benefits and opportunities available by working with State and federal agencies to develop cooperative programs and co-located facilities. Over the past decade they have successfully developed collaborative research programs with the National Marine Fisheries Service, the United States Geological Survey - Coastal and Marine Group, the California Department of Fish and Game, the Coastal Waters Program of The Nature Conservancy, and NOAA's Center for Marine Protected Area Science.

These partners have increased significantly the University's capabilities and ability to undertake broad-scale marine research and also train the next generation of scientists. UCSC has the foundation and the potential to become a world-class marine research and education center, and the Marine Science Campus site offers an ideal set of conditions to continue to pursue this goal. An oceanfront site with access to high-quality seawater on the margin of the nation's largest national marine sanctuary, the presence of a strong core of internationally recognized marine scientists, a cadre of intelligent and motivated graduate students, as well as all the attributes of a major research university have become magnets to which others continue to be drawn.

Planning Objectives

The purpose of the CLRDP is to facilitate the orderly, flexible, and environmentally sensitive expansion and development of the UCSC Marine Science Campus in support of the academic, research, and public service mission of the University of California. The UCSC Institute of Marine Sciences and the Younger Lagoon Reserve, which share responsibility for managing the UCSC Marine Science Campus, seek to promote the health of the oceans and their coasts by conducting and supporting marine science instruction and research and by facilitating the application of that knowledge for public education, environmental awareness, and decision making. Three categories of planning objectives guided development of the plan including Planning for 20 Years of Growth, Protecting Natural Resources on the Site, and Protecting Offsite Resources.

CLRDP Building Program

The building program for the Marine Science Campus consists of eight program elements. Table 1, CLRDP Building Program, sets forth the allowable floor area for each building program element prescribed by this plan.

Table 1 CLRDP Building Program (New Construction Only - gfa = gross floor area)

Program Element	*Quantity*	*Units*
New Buildings		
Marine Research and Education		
Marine Research and Education Uses	254,500	sq ft (gfa)
Temporary Office Trailers (to be removed)	-3,000	sq ft (gfa)
Greenhouses (to be removed)	-26,844	sq ft (gfa)
Support Facilities	19,000	sq ft (gfa)
Support Housing		
80 Apartments and/or Townhouses	82,000	sq ft (gfa)
10 Visitor/Overnight Accommodations	2,500	sq ft (gfa)
30 Researcher Housing Rooms	12,000	sq ft (gfa)
2 Caretaker Replacement Housing Units	1,600	sq ft (gfa)
Temporary Caretaker Housing (to be removed)	-1,400	sq ft (gfa)
Equipment Storage and Maintenance		
Centralized Warehouse	37,500	sq ft (gfa)
Subtotal New Buildings	**377,856**	sq ft (gfa)
Outdoor Development		
Outdoor Research Area	70,000	sq. ft.
Equipment Storage and Maintenance		
Open Laydown Yards	70,000	sq. ft.
4,000 GPM Seawater System Expansion	12,000	sq. ft.
Subtotal Outdoor Development	**152,000**	sq. ft.
Additional Parking	550	spaces

Source: CLRDP, 2004

CLRDP Land Use Plan

Five land use designations have been created for the UCSC Marine Science Campus: research and education mixed use, resource protection, resource buffer, wildlife corridor, and open space. Attachment 1, CLRDP Land Use Diagram, shows the geographic location of these designations on the Marine Science Campus.

Design Guidelines

The CLRDP contains design guidance for new development on the UCSC Marine Science Campus that is intended to implement the design principles, land use concepts, policies, and implementation measures of the CLRDP. The model for design of the Marine Science Campus is the rural-agricultural coastal landscape of Northern California. Located in the zone of transition from urban development to rural land uses, the campus is to echo characteristics of both natural and man-made elements that comprise the rural landscape to the north. The campus is to extend the visual quality of the rural landscape into the transition area, softening the transition and creating a visually pleasing environment. The guidelines address seven specific areas of design, including building design, campus street design, parking design, public trail design, landscape design, lighting design, and site signage design.

Prototype Site Plan

The CLRDP contains a chapter that sets forth a prototype site plan for the Marine Science Campus. The prototype, which is shown in Attachment 2, CLRDP Prototype Site Plan, embodies the design principles, land use concepts, and design guidance of the CLRDP. This site plan is a prototype and is not intended to represent the only possible way to realize the concepts and provisions set forth in the CLRDP. The CLRDP as a whole is intended to allow the University flexibility to adjust the campus site plan and building designs to respond to ideas that may arise through more detailed design efforts and changing needs and conditions.

Among the building footprints depicted in the Prototype Site Plan are sites for five potential projects that could be constructed in the early phases of project development. While it is impossible to predict which projects are most likely to occur in the immediate future, these potential near-term projects were identified based on early project planning efforts. These projects include the Center for Ocean Health, Phase II; the United States Geological Survey Western Coastal and Marine Geology Facility; the Sea Otter Research and Conservation Center; the Shared Campus Warehouse and Laydown Facility; and 42 Apartment and Townhouse Units.

The CLRDP also contains an estimate of design capacity and average daily occupancy based on a full range of likely future building projects that could be built under the CLRDP building program. This estimate indicates that the CLRDP could result in an increase in design capacity of approximately 1,500 persons, with an increase in average daily occupancy of approximately 888 persons. The Marine Science Campus has an existing design capacity for approximately 766 persons, with an average daily occupancy of approximately 424 persons. These estimates represent an example of the increase in population that could result with full development under the CLRDP.

Development Procedures

The CLRDP sets forth procedures for approving development on the Marine Science Campus consistent with California Coastal Commission Regulations and standing procedures used by the University of California. The adoption of the CLRDP by the University of California and

subsequent certification by the California Coastal Commission would result in the delegation to the University of California of the authority to undertake or authorize any development project consistent with the plan without a coastal development permit. The California Coastal Commission retains the authority to review development approvals issued by the University of California.

Capital Improvement Program

The CLRDP contains a schedule of programmed improvements for the Marine Science Campus. The Capital Improvement Program is intended to address the scheduling of certain infrastructure improvements and habitat enhancements that will be undertaken by the University in conjunction with the Marine Science Campus Building Program. With the exception of public access improvements, this Capital Improvement Program is not intended to address the scheduling of improvements contained in the Marine Science Campus Building Program. These improvements will be made as funding is available and as research and education partnerships are formed, and the University will implement these improvements free from any scheduling constraints.

Resource Management Plan

The CLRDP contains a resource management plan for the Marine Science Campus (Appendix B) that augments the policies and implementation measures of the CLRDP, providing specificity and detailed guidance for protecting, maintaining, and, as feasible, enhancing the natural resources of the undeveloped areas as well as avoiding impacts to Younger Lagoon Reserve. The plan describes the physical and biological characteristics of the terrace portion of the campus, including the upland habitats as well as the permanent and seasonal wetland areas. It outlines overall goals for resource management and details specific goals for each defined vegetation type or wetland area. Measures for protection and enhancement of biological resources, management of special-status wildlife, public access, long-term maintenance, and long-term monitoring are outlined. Performance criteria and implementation schedules are also provided. While Younger Lagoon Reserve is included within the CLRDP, as part of the University of California Natural Reserve System it is managed by UC Santa Cruz's Natural Reserves Director; therefore, the detailed management of Younger Lagoon Reserve is not addressed in the CLRDP.

Environmental Impact Summary

An Environmental Impact Report (EIR) SCH# 2001112014 was prepared in accordance with the requirements of the California Environmental Quality Act to analyze the environmental effects of the CLRDP, including project-level reviews of the following near-term projects:

- Shared Campus Warehouse and Laydown Facility
- 42 Apartment/Townhouse Units
- United States Geological Survey (USGS) Western Coastal and Marine Geology Facility

- Monterey Bay Aquarium Sea Otter Research and Conservation Center, now referred to as the Marine Mammal Research and Conservation Center, a joint project of UC Santa Cruz and the Monterey Bay Aquarium
- Center for Ocean Health Phase II Facility.

The five near-term projects will be submitted to The Regents or, consistent with delegation of authority by The Regents, the campus will consider approval of the projects at a future date. The EIR identifies the means to eliminate or reduce potential adverse impacts and evaluates a reasonable range of alternatives for the CLRDP and the near-term projects listed above.

On November 1, 2001, the University issued a Notice of Preparation (NOP) announcing the preparation of the EIR for the CLRDP. The NOP was circulated to responsible agencies, interested groups, and individuals for a 30-day review period (November 1, 2001 through December 1, 2001). An EIR Scoping Meeting was held at the Long Marine Laboratory on November 14, 2001, to solicit input from interested agencies, individuals, and organizations regarding the range of actions, alternatives, mitigation measures, and significant effects to be analyzed in the EIR.

Environmental Review Period Project Impacts
Implementation of the CLRDP has the potential to result in several significant impacts on the environment. A detailed summary of these impacts is included in the Findings and in Section 2.0 of the Draft EIR, in the table entitled "Summary of Environmental Impacts and Mitigation Measures." Many of these impacts can be reduced to less-than-significant levels following implementation of proposed mitigation measures. Significant and unavoidable impacts from the CLRDP would remain, even after implementation of feasible mitigation measures, in the following categories:

Transportation/Traffic
- A significant adverse impact on traffic conditions at the Mission/Bay Street intersection
- A significant adverse impact on traffic conditions at the Mission Street/Chestnut Street intersection

Cumulative Impacts
Transportation/Traffic
- Significant increases in AM and PM peak hour traffic at six study intersections, reducing the levels of service to unacceptable levels

Utilities, Service Systems, and Energy
- Increased demand for potable water that would require development of new water supply sources, which could result in significant adverse impacts

Mitigation measures are available that would reduce the project level and cumulative transportation and traffic impacts to a less-than-significant level; however, because these mitigation measures may be infeasible and/or are outside the jurisdiction of the University of California, implementation cannot be guaranteed and remain significant and unavoidable.

Mitigation measures are also included that would reduce cumulative impacts to water supply; however, even with mitigation, these impacts would remain significant and unavoidable.

Alternatives

In addition to the proposed CLRDP, the CLRDP EIR analyzed five alternatives to the proposed CLRDP, including reduced program, modified land use diagram, increased program, project-by-project development, and no project.

The Notice of Completion (NOC), CLRDP, and the Draft EIR for the CLRDP, including the projects listed above, were published on January 29, 2004, and circulated for review and comment by the public and other interested parties, agencies, and organizations for a 50-day period ending on March 19, 2004. The Draft EIR was widely circulated using the following methods: copies were made available at the main branch of the City of Santa Cruz Public Library, and two on-campus libraries; a copy was posted on the web; and hard copies of the document were mailed to 27 agencies. The availability of the document and notice of public hearing were publicized in the Santa Cruz *Sentinel*, the UCSC newspaper *City on a Hill Press*, other campus publications, and through mailings to individuals who have requested notification of UCSC projects. A public hearing was held on February 19, 2004 at the Long Marine Laboratory to receive verbal comments on the Draft EIR.

Eight individuals provided comments on the Draft EIR at the public hearing. In addition, seventeen comment letters or emails were received during the public review period. The campus received comment letters from the following: California Department of Transportation; Monterey Bay Area Unified Air Pollution Control District; Association of Monterey Bay Area Governments; City of Santa Cruz; Santa Cruz County Regional Transportation Commission; Neighborhood and Other Organizations (3 letters); and Interested Individuals (9 letters).

Following is a listing of some of the issues and concerns raised most frequently in the comments and testimony received by the campus:

- Concerns about cumulative traffic impacts and statements that the University should pay a fair share of traffic mitigation measures
- Questions about whether all of the elements of the CLRDP are coastal dependent, particularly the proposed housing
- Statements that housing for Marine Science Campus students and employees should be provided on the UCSC Main Campus or at other locations in the City of Santa Cruz rather than on the Marine Science Campus
- Concerns about whether funding would be provided for long-term stewardship of the natural resource areas on the campus
- Statements that the wetlands delineation performed for the CLRDP did not meet the appropriate standards of practice and that, as a consequence, areas that should have been identified as wetlands were not so identified

- Statements that the cumulative impacts analysis should consider recent proposals for large retail establishments in the vicinity of the Marine Science Campus
- Questions about procedures for mitigation monitoring
- Statements that the proposed wildlife corridor is inadequate
- Statements that the Draft EIR does not identify adequately the impacts associated with the loss of raptor foraging habitat
- Statements that the proposed CLRDP's provisions for public access to the coast are inadequate
- Statements that the Draft EIR does not identify or mitigate adequately for impacts on water supply
- Statements that the Draft EIR does not analyze adequately the impacts on traffic of trips between the Marine Science Campus and the UCSC Main Campus
- Requests for additional analysis of the impacts on water quality that would result from increased runoff
- Requests that a wider setback from Shaffer Road near Delaware Avenue be considered in light of a planned residential development on the property on the east side of Shaffer Road

The California Coastal Commission submitted a comment letter (dated April 19, 2004) after the close of the public review period. The Commission's letter addressed several of the issues also raised by other commentors. The major additional concerns and issues addressed in the Commission's letter include:

- A comment that the analysis of impacts on visual corridors may not be adequate
- A comment that filling the small non-ESHA wetland on the Upper Terrace is not consistent with the Coastal Act
- Concerns that the buffer for one of the wetlands is inadequate
- A recommendation that a larger buffer or a solid berm should be provided to protect the Younger Lagoon Reserve
- Comments that additional details should be provided regarding public access facilities and policies, parking procedures, the design of stormwater drainage facilities, architectural materials, the Resource Management Plan, and protection of existing facilities near the coastal bluff.

The Final EIR responds to the Commission's comments to the extent feasible, given the late receipt of the letter, focusing on recommended changes to the CLRDP. Following approval of the CLRDP and certification of the Final EIR by The Regents, the University will continue to work with Coastal Commission staff to address the remaining comments and to refine the CLRDP in preparation for consideration of the plan by the Coastal Commission.

The Final EIR, dated September 2004, includes Volumes 1, 2, and 3. Volume 1 of the Final EIR has been revised and reprinted to include refinements of the project description, changes made in response to comments, corrections of typographical errors, and addition of the Mitigation Monitoring and Reporting Program. Volume 2 of the Final EIR contains the technical

appendices. Final EIR Volume 3 contains changes made to the EIR in response to comments, the comment letters received on the Draft EIR, transcripts of the public hearing, and detailed responses to the comments received.

Mitigation Monitoring and Reporting Program

The UC Santa Cruz campus would be responsible for implementing all mitigation measures within the jurisdiction of The Regents to implement, and all CLRDP policies and implementation measures that serve to reduce potential environmental impacts analyzed in the EIR. To assure that all measures and policies are implemented in accordance with CEQA, a Mitigation Monitoring and Reporting Program has been prepared and is included in the Final EIR that provides a reporting mechanism for the mitigation measures and CLRDP policies and implementation measures that are made conditions of approval to reduce or avoid significant effects on the environment.

Findings

The attached Findings discuss the project's environmental impacts, mitigation measures, mitigation monitoring program, and alternatives. The Findings also set forth overriding considerations for approval of the project in view of its unavoidable significant impacts.

(Attachments)