

The Regents of the University of California

COMMITTEE ON GROUNDS AND BUILDINGS

January 15, 1998

The Committee on Grounds and Buildings met on the above date at UCSF - Laurel Heights, San Francisco.

Members present: Regents Atkinson, Johnson, Khachigian, McClymond, Montoya, Sayles, and Soderquist; Advisory Member Willmon

In attendance: Regents Brophy, Chandler, Davies, Gonzales, Leach, Lee, Levin, Ochoa, and Preuss, Regent-designate Miura, Faculty Representatives Dorr and Weiss, Secretary Trivette, General Counsel Holst, Senior Vice President Kennedy, Vice Presidents Darling, Gomes, Gurtner, and Hopper, Chancellors Berdahl, Carnesale, Debas, Dynes, Greenwood, Orbach, Vanderhoef, Wilkening, and Yang, and Recording Secretary Bryan

The meeting convened at 10:15 a.m. with Committee Vice Chair Montoya presiding.

1. **CONSENT AGENDA**

A. *Amendment of the Budget for Capital Improvements and the Capital Improvement Program*

The President recommended, subject to the concurrence of the Committee on Finance, that the 1997-98 Budget for Capital Improvements and the 1997-2000 Capital Improvement Program be amended to include the following projects:

San Francisco: B. Mission Bay Off-Site Building 1A -- preliminary plans, \$2.4 million to be funded from external financing.

Santa Barbara: A. San Rafael Student Housing Addition -- preliminary plans, working drawings, construction, and equipment -- \$45 million to be funded from external financing (\$42 million) and University of California Housing System Net Revenues (\$3 million).

Upon motion duly made and seconded, the Committee approved the President's recommendation and voted to present it to the Board.

2. CERTIFICATION OF THE FINAL ENVIRONMENTAL IMPACT REPORT AND APPROVAL OF THE MASTER PLAN, UNIVERSITY VILLAGE AND ALBANY/NORTHWEST BERKELEY PROPERTIES, BERKELEY CAMPUS

Upon review and consideration of the environmental consequences of the proposed project as evaluated in the Final Environmental Impact Report, the President recommended the following:

- A. Certification of the Final Environmental Impact Report.
- B. Adoption of the Findings and Statement of Overriding Considerations.
- C. Approval of the Mitigation Monitoring Program.
- D. Approval of the University Village and Albany/Northwest Properties Master Plan.
- E. Authorization of the President or his designee to modify the University Village and Albany/Northwest Berkeley Properties Master Plan, if required, provided that any substantial changes in principles or policies will be brought to The Regents for approval.

The Committee was informed that planning for the redevelopment of University Village was still in its early stages when the Berkeley campus released its Long Range Development Plan in 1990. Because University Village and the adjacent campus properties could not be considered in the LRDP and its accompanying Environmental Impact Report, the campus committed to completing a master planning process and accompanying environmental and public review before any redevelopment at University Village would occur. The University Village and Albany/Northwest Berkeley Properties Master Plan is the result of that process.

The entire project site consists of 90 acres of land located three miles northwest of the Berkeley campus of the University of California in the cities of Albany and Berkeley. Current uses on the site include University Village, 920 units of student family housing and related facilities on 62 acres of land; the Harrison Street properties, 13 acres of underutilized industrial land along Harrison Street in Berkeley; and the Gill Tract, 15 acres of land that have been used for agricultural research.

Four hundred and twenty of the University Village housing units date from World War II. The other 500 units were built in the early 1960s. The units built in the 1940s are nearing the end of their useful life and need to be replaced. The housing built in the 1960s is incurring increasingly higher maintenance costs and should undergo a major renovation or be replaced. Similarly, the related community facilities will need a major renovation or replacement.

The University Village and Albany/Northwest Berkeley Properties Master Plan will guide the redevelopment of University Village to replace the older units, replace or renovate the newer units, and replace or renovate the community facilities. The plan also anticipates the redevelopment of the Harrison Street properties in Berkeley and a portion of property currently in housing use along San Pablo Avenue. These properties will be marketed to generate income to help fund the overall redevelopment of the Village. Consistent with this intent, the Eighth and Harrison Street property was recently sold to the U.S. Postal Service, and the City of Berkeley is negotiating with the University to purchase the Fourth and Harrison Street property for use as youth activity fields. The plan designates the Gill Tract as an academic reserve site to serve current academic uses and unknown future academic needs; it is not proposed for redevelopment.

Both the campus and community participated in the preparation of this Master Plan, which was initially drafted in February 1993. Campus planning staff conducted focus-group meetings and in-depth surveys with Village residents to solicit their input into the plan. Evaluations were conducted of existing conditions, including the natural environment, building structures and materials, infrastructure, and community facilities.

University staff presented the plan to the University Village residents, the Albany City Council, the Albany Planning and Zoning Commission, the Albany Parks and Recreation Commission, the Albany Unified School District, the West Berkeley Planning Subcommittee of the Planning Commission, and the Berkeley Planning Commission at different phases of the plan's development to solicit comments and ideas for incorporation into the plan. Representatives from University Village, as well as the cities of Albany and Berkeley, served on the University Village Albany Master Plan Committee, which provided policy oversight for the plan. The University delayed completion of the plan while resolving funding and financing issues. Throughout the process, the plan was revised to reflect comments received on earlier drafts.

Master Plan Goals

The goal of the Master Plan is to improve student family housing at University Village through redevelopment and renovation of structures that are either approaching the end of their useful lives or incurring substantial increases in maintenance costs. The University's goals for the proposed project are:

- To provide decent, affordable student family housing facilities through redevelopment and/or renovation in a cost-effective manner.
- To continue to provide student family housing within reasonable proximity to the campus that is readily accessible to the campus by public transit and bicycle routes.

- To use available University assets to provide revenue for the project in order to achieve financial feasibility for below-market housing.

Land Use Plan

The Master Plan includes a conceptual land use plan that envisions minor changes to the existing conditions. This land use plan designates the following areas and uses:

- Housing, Parking, Recreation, and Open Space. This area encompasses the existing housing area, excluding an area currently used for housing that is proposed to be designated as mixed-use. In addition to housing, uses in this area include parking, community facilities, open space, recreation, and youth athletic fields.
- Mixed-Use. This area, which is designated as Residential/Commercial in the City of Albany zoning, includes an area currently used for housing that would be more appropriate for commercial development. The land would be made available for lease to generate income to help fund the overall Village redevelopment and provide an economic development opportunity for the City of Albany.
- Potential Commercial Expansion. This area, which includes the community facilities and two youth baseball fields, is adjacent to the mixed-use area. The land use plan designates this area for potential expansion of the mixed-use development area. If that were to occur, the community facilities and fields would be relocated.
- Mixed-Use/Light Industrial. The Harrison Street properties, which are designated mixed use/light industrial in accordance with the West Berkeley Plan, would be sold or leased to generate income to help fund the overall redevelopment of the Village. Consistent with the land use proposed in this plan, the Eighth and Harrison Street property was sold to the U.S. Postal Service in November 1997.
- Academic Reserve. The Gill Tract would be an academic reserve site, with no intensification of existing academic uses or new uses anticipated.

Housing Development Program

The development program for University Village would be accomplished in three steps as described in the Master Plan. The first step would be to replace as many of the 420 1940s units as possible within the designated Step 1 residential area, while still meeting the University's programmatic goals for the project. The housing in the area designated as mixed-use would not be removed until that land was needed for private development. The second step would be to renovate or replace the 1960s housing and

replace the 1940s housing that could not be accommodated during Step 1. Step 3 would include the renovation or replacement of the community facilities, depending on the condition of the facilities and economic considerations. Each step would be further divided into phases in order to minimize the number of units out of service at any one time, to maintain a significant inventory of student family housing, and to ease the transition from low to moderate rents for existing tenants. Construction activities for Step 1 are expected to begin in early summer 1998, and the Step 1 project is scheduled for completion by August 2000. The schedule for steps 2 and 3 of the project have not yet been determined. Infrastructure upgrades and replacement would be included in each phase. In order to maintain adequate utilities service to the Village throughout the construction period, a major part of the infrastructure could be replaced or upgraded as part of Step 1.

Environmental Impact Summary

In accordance with the California Environmental Quality Act and University procedures for the implementation of CEQA, an Initial Study was prepared to determine whether there were any potentially significant environmental impacts associated with the plan or project. The Initial Study concluded that the Master Plan and project may have five potentially significant impacts in the following areas: biological resource impacts on the winter roosting habitat of the monarch butterfly; traffic impacts on intersection operation; regional ozone air quality impacts from commuter vehicle emissions; construction impacts; and school facility impacts from an increase in the school-age population. A focused EIR was prepared to address these potential impacts. The Initial Study concluded that all other potential impacts would be less than significant due to either the lack of an effect, due to measures of the Draft Master Plan, or due to existing laws, regulations, and procedures that would avoid or limit impacts.

A Notice of Preparation was submitted on July 11, 1997 to the State Clearinghouse and responsible agencies. A Draft EIR for the University Village and Albany/Northwest Berkeley Properties Draft Master Plan was circulated for a 60-day public review period from August 29, 1997 to October 27, 1997. A public hearing was held on October 13, 1997 at the Albany Community Center. A transcript of the hearing, written comments, and responses to all comments received are included in the Final EIR.

The EIR analyzes the Master Plan and University Village replacement project (steps 1, 2, and 3) in the areas of biologic resources, traffic, air quality, construction, and school impacts of redeveloping these properties. Significant unavoidable impacts were identified in the areas of air quality and traffic associated with future external development; and construction period noise, traffic, street deterioration, and air quality impacts for all plan elements.

In accordance with the mitigation monitoring requirements under CEQA, measures to reduce or avoid significant impacts would be monitored under a mitigation monitoring program. Mitigation measures recommended as conditions of approval to reduce

identified significant impacts of the plan and project are included in the Mitigation Monitoring Program.

The cities of Albany and Berkeley were informed of the plan and project and of the University's intent to issue a focused Environmental Impact Report for the plan and project. The plan and project were also advertised in newspapers of general publication.

Several of the issues addressed in the environmental review remain controversial. These include the loss of a temporary recreation field used for softball and soccer; the possible impact on the Albany school system and local services; and construction-period noise, traffic, street deterioration, and air quality impacts for all plan elements. The campus is working with the cities of Albany and Berkeley and representatives of the community to resolve these issues.

Findings

The Findings describe the University Village and Albany/Northwest Berkeley Properties Master Plan impacts, mitigation measures, project alternatives, and reasons for rejecting the alternatives, and conclusions regarding certification of the FEIR for this project in conformance with CEQA. The Findings also set forth overriding considerations for approval of the University Village and Albany/Northwest Berkeley Properties Master Plan in view of significant unavoidable effects.

Assistant Vice Chancellor Bean and Director of Environmental and Physical Planning Lollini presented details of the recommendation.

Chancellor Berdahl indicated that, although playing fields at the site will have to be used for staging, the fields will be left open for as long as possible.

Upon motion duly made and seconded, the Committee approved the President's recommendation and voted to present it to the Board.

[The Final Environmental Impact Report, Findings, Statement of Overriding Considerations, and Mitigation Monitoring Program were mailed to all Regents in advance of the meeting, and copies are on file in the Office of the Secretary.]

3. **CERTIFICATION OF THE ENVIRONMENTAL IMPACT REPORT AND AMENDMENT OF THE LONG RANGE DEVELOPMENT PLAN, NORTH AND WEST CAMPUS HOUSING, SANTA BARBARA CAMPUS**

Upon review and consideration of the environmental consequences of the proposed project as evaluated in the Environmental Impact Report, the President recommended the following:

- A. Certification of the Final Environmental Impact Report.
- B. Adoption of the Findings and Statement of Overriding Considerations.
- C. Approval of the Mitigation Monitoring Program.
- D. Amendment of the UCSB 1990 Long Range Development Plan to reflect changes indicated in the North and West Campus Long Range Development Plan Amendment and Open Space and Habitat Management Plan, and authorization of the President to make such minor changes as required by the California Coastal Commission for the amendment to be consistent with the California Coastal Act.

It was recalled that in May 1990, the Regents were presented with an item for discussion describing a proposed acquisition of land and water rights for the Santa Barbara campus, including general development considerations and preliminary financial feasibility analysis. In September 1990, The Regents approved the Long Range Development Plan for the Santa Barbara campus and certified the Final Environmental Impact. In September 1992, The Regents authorized the acquisition and financing of 174 acres of land and up to 250 acre feet of water annually for the potential development of faculty and student housing. The action was amended in March 1993 to provide for a limited indemnification related to potential hazardous materials on the property. The campus completed its due diligence on the property and closed escrow in October 1994. In September 1997, The Regents approved an amendment to the acquisition of, and financing for, property and water rights for potential development of faculty and student housing on the Santa Barbara campus.

The proposed North and West Campus Housing LRDP Amendment would create a set of development policies for North Campus and revise the 1990 LRDP development policies for West Campus. For North Campus, this means establishing a land use plan and policies for the ultimate development of the site with a mixture of faculty housing, student housing, and open space. In addition, the amendment revises the existing development objectives for West Campus and includes a 40-acre addition to the Coal Oil Point Reserve. The amendment does not increase enrollment or the faculty and staff population beyond the levels projected under the 1990 LRDP for the 2005-6 horizon year.

Objectives of the LRDP Amendment

In addition to the LRDP objectives for the Santa Barbara campus adopted in the 1990 LRDP, objectives specifically related to this amendment are as follows:

- To provide single-family detached homes for faculty, with ample private yard space and surrounding open space, which is similar to the quality of housing near other prestigious universities;

- To provide on-campus housing for faculty which would allow closer linkages between residential and academic functions;
- To provide on-campus faculty housing to meet recruitment and retention demand for long-term, 20-year campus needs;
- To integrate physically, to the extent feasible, the proposed student housing with existing West Campus Family Student Housing, both to enhance facilities at the other existing developments and to establish a sense of shared community;
- To introduce residential uses that are compatible with existing and proposed residential uses in the project vicinity;
- To buffer adequately residential uses from the existing Ellwood Marine Terminal facilities and the Coal Oil Point Reserve;
- To provide protection for Devereux Creek, Devereux Slough, and the adjacent upland and marine habitats;
- To preserve and protect identified sensitive habitat areas, including wetland, dune, back dune, and fresh water pond habitat areas;
- To use native and drought-tolerant plant species, to the extent feasible, to screen development areas and provide a buffer for environmentally sensitive areas;
- To provide separate vehicular access to each of the development sub-areas in order to avoid concentrating large volumes of new traffic in any one area;
- To preserve public access to the beach and provide public beach access parking while limiting the potential for disturbance to sensitive habitat areas;
- To provide a trail system through the site with access from Phelps and Storke Roads and connection(s) to the proposed trail system in the adjacent Ellwood Beach property to the west.
- To provide for residential and open-space land uses consistent with California Coastal Act policies and, to the extent feasible, with the development standards set forth in the current Santa Barbara Local Coastal Program.

Summary of Proposed Amendment

As described in the North and West Campus Housing LRDP Amendment, the proposed amendment consists of the following components:

- Addition of approximately 174 acres of land to the Santa Barbara campus LRDP, of which approximately 67 acres are designated for residential development and 107 acres are proposed for open space.
- Addition of approximately 40 acres (of the 107 acres of open space) to the University of California Natural Reserve System, by dedicating lands with environmentally sensitive resources to the Coal Oil Point Reserve.
- Increase in the amount of student housing proposed to be developed on campus by 4 percent, or 27 units, over levels projected in the 1990 LRDP, and shift of 117 units of student housing proposed in the LRDP from the West Campus to the North Campus.
- Increase the amount of faculty housing proposed to be developed on campus by 319 units (269 units on North Campus and 50 units on the West Campus).

Adoption of the proposed LRDP Amendment indicates only an approval in principle for development with no commitment to specific projects, construction schedules, or funding priority.

Environmental Impact Summary

In accordance with the California Environmental Quality Act and University procedures for implementing CEQA, the campus determined the LRDP Amendment could have significant effects on the environment and that an EIR must be prepared. The Santa Barbara campus determined that the following 12 environmental issue areas should be analyzed in the EIR due to the potential for significant environmental effects: land use and planning policy, traffic and circulation, community services, utilities and infrastructure, air quality, noise, aesthetics and visual quality, biological resources, risk of hazards, cultural resources geology, soils and seismicity, and drainage.

The tiered EIR for the LRDP Amendment expands on the analysis contained in the 1990 LRDP EIR to address environmental impacts of the proposed amendment that were changed or not identified or analyzed in the 1990 LRDP EIR. The LRDP Amendment EIR focuses specifically on the analysis of impacts associated with the land use plan for the acquired land and adjacent West Campus housing. The EIR proposes a variety of mitigation measures to address significant project impacts. In addition to the project proposed, the EIR analyzes five alternatives to the project: no project, existing plans, reduced density, no development south of the golf course, and alternative site.

The public review period for the Draft EIR began on February 18, 1997 and ended on April 4, 1997. In response to comments, the public review period was extended to April 21, 1997. During this time, the documents were reviewed by various federal, State, and local agencies, as well as by interested community groups and individuals. Thirty-nine letters were received. In addition, comments from 15 speakers were received during a public hearing on March 31, 1997. The letters and public hearing transcript are included in the Final EIR. The Final EIR contains the comments on the Draft EIR, responses to the comments, and revisions based on comments received.

Implementation of the LRDP Amendment has the potential to create significant impacts on the environment in a number of areas. Environmental impacts in the following areas would be reduced to less-than-significant levels by implementing all identified mitigation measures listed in the summary and text of the EIR:

- Land Use and Planning Policy: conflicts with adjacent residential land uses, golf course, existing student residences, Ellwood Marine Terminal, Coal Oil Point Reserve, and Devereux Slough.
- Traffic and Circulation: increased traffic volume on Storke Road, Marymount Way, Pacific Oaks Road, Whittier Drive and Los Carneros Road; turning movements to and from Storke Road; increased demand for transit facilities.
- Community Services: increased demand for campus police services, county sheriff's department services, fire protection services, high school capacity, coastal access, recreation, and County parks.
- Utilities and Infrastructure: increased demand for water and water delivery systems; wastewater and wastewater collection and treatment capacity; electrical power, natural gas, telephone, and cable service.
- Air Quality: construction related emissions; microscale carbon monoxide impacts, and consistency with air quality plans.
- Noise: exposure of the exterior areas in existing and planned residential areas to increases in traffic noise; interior noise levels in excess of 45 dB-CNEL; aircraft and train noise.
- Aesthetics and Visual Quality: consistency with Coastal Act policies and increased light and glare.
- Biological Resources: potential loss or disturbance of 0.10 acre of seasonal wetland, willow scrub, native perennial grassland, southern tarplant and other special-status plants; potential increase of invasive exotic plants in native habitats; potential disturbance to Belding's Savanna Sparrow, nesting White-Tailed Kites and other raptors; potential loss of winter roosting habitat for

Monarch Butterflies; potential urban run-off and erosion into Devereux Slough; potential loss or disturbance of annual grassland and other common biological communities; potential loss of habitat for Northern Harrier, White-Tailed Kite, Cooper's Hawk, Western Burrowing Owl, Western Snowy Plover; potential loss of Loggerhead Shrike foraging and nesting habitat; potential loss of Silvery Legless Lizard habitat; loss of common wildlife species.

- Risk of Hazard: irritation due to exposure to hydrogen-sulfide odors and minor health impacts due to exposure to hydrogen-sulfide gas.
- Cultural Resources: increased ground disturbance due to construction and landscaping activities, trail construction and maintenance, and public use of open space; looting; reduction of research and interpretive potential due to site disturbance.
- Geology, Soils, and Seismicity: exposure of people and structures to fault movement and ground shaking; construction on expansive soils.
- Drainage, Erosion, and Flooding: increased stormwater run-off exceeding the capacity of the existing storm drain system; degradation of surface water quality due to construction activities; degradation of water quality in Devereux Creek and Slough due to increased urban pollutant loading; exposure of people and property to flood hazards; accelerated erosion; exposure and disturbance of highly erodible soils; cumulative drainage, erosion, and flooding impacts.

The following environmental impacts were identified as significant and unavoidable, either from the project or cumulatively, even after incorporation of identified mitigation measures:

- Land Use and Planning Policy: increased number of dwelling units allowed on North Campus; consistency with the Goleta Community Plan; consistency with Santa Barbara County Airport Land Use Plan; loss of open space.
- Traffic and Circulation: increased traffic volume on El Colegio Road and the Storke Road/Highway 101 (SB), Storke/Hollister, Storke/Phelps, Los Carneros/Hollister, Los Carneros/Mesa, and El Colegio/Los Carneros intersections.
- Community Services: increased demand for elementary schools.
- Air Quality: ozone precursor and particulate emissions.
- Noise: exposure of the residential areas to construction noise and exposure of existing and planned residential areas to increased traffic noise.

- Aesthetics and Visual Quality: obstruction or degradation of scenic vistas; alteration of the area's visual character; cumulative impacts on visual quality.
- Biological Resources: cumulative impacts to special-status wildlife species.
- Risk of Hazard: injury of persons due to fire and thermal radiation.
- Cultural Resources: disturbance to archaeological sites important to Native Americans.

Community concerns related to the project focused on desires for less development in the area, concerns about biological impacts to the Devereux Slough, and funding for traffic improvements to local roadways and intersections. Detailed comments and responses are contained in the Final EIR.

The Santa Barbara campus would be responsible for monitoring all mitigation measures identified in the EIR as an element of the LRDP Mitigation Monitoring Program. The Program provides a reporting mechanism for the changes to the proposed project which are made a condition of approval in order to reduce or avoid significant effects on the environment.

Findings

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

General Counsel Holst distributed a letter from University Counsel Schlesinger in response to a letter to The Regents from the Environmental Defense Center commenting on the LRDP amendment. He noted that the Final Environmental Impact Report is termed a "program level" EIR, and as such it does not require the level of specificity concerning environmental impacts and mitigation measures that is required at the "project level." The Final EIR is in full compliance with the requirements of CEQA.

Regent Levin commended Chancellor Yang for involving the community at every level of the planning process and for demonstrating sensitivity to community concerns. Her sentiments were echoed by Regent McClymond.

Upon motion duly made and seconded, the Committee approved the President's recommendation and voted to present it to the Board.

[The Final Environmental Impact Report, Findings, Statement of Overriding Considerations, and Mitigation Monitoring Program were mailed to all Regents in advance of the meeting, and copies are on file in the Office of the Secretary.]

The meeting adjourned at 10:55 a.m.

Attest:

Secretary