

Office of the President

TO MEMBERS OF THE FINANCE AND CAPITAL STRATEGIES COMMITTEE:

DISCUSSION ITEM

For Meeting of May 12, 2021

**2021 LONG RANGE DEVELOPMENT PLAN AND PHYSICAL DESIGN
FRAMEWORK, BERKELEY CAMPUS**

EXECUTIVE SUMMARY

The 2021 Long Range Development Plan (LRDP) for the UC Berkeley campus provides an updated land use plan to guide future physical development on the 1,095-acre main campus in Berkeley. The 2021 LRDP identifies a framework guided by population projections through the 2036-37 academic year; the framework includes a development program that identifies potential new building space and infrastructure to support improvement of existing facilities, as well as program growth and expansion. This framework is supported by overall campus development principles, goals, and objectives that describe potential land uses, areas of future development, and changes to the campus' landscape, mobility, and infrastructure systems.

The 2021 LRDP is an update to the current LRDP, which was approved by the Regents in 2005. The 2021 LRDP aligns with new campus plans and goals, including the campus's 2018 Strategic Plan and the Chancellor's Housing Initiative (2017). The 2018 Strategic Plan builds on Berkeley's academic excellence, focusing on the student experience in and out of the classroom, the establishment of cross-cutting signature research initiatives, and fostering greater diversity. The Chancellor's Housing Initiative responds to the campus' critical housing needs, with the goal to house significantly more students on campus. The 2021 LRDP recognizes this critical need with a housing program that comprises nearly half of the total development program.

The 2021 LRDP plans for a projected student enrollment of 48,200 by the 2036-37 academic year. This represents an increase of approximately 8,500 students over the campus' enrollment for 2018-19. This population projection necessitates that the campus plan for additional facilities to accommodate the programmatic needs of academic, research, and other supporting campus functions. Along with new development, investment in existing facilities and infrastructure is needed to renew those facilities, improve their flexibility for future needs, address the impacts of climate change and sustainability; and improve seismic safety of buildings in accordance with the University of California Seismic Safety Policy. The campus will update its Physical Design Framework to reflect the 2021 LRDP's principles, goals, and objectives.

At this meeting, UC Berkeley will provide an update on the development of the proposed 2021 LRDP. The campus would return to the Regents for the certification of the Environmental Impact Report, approval of the Long Range Development Plan, and acceptance of the Physical Design Framework at a later date. The proposed 2021 LRDP's associated EIR also includes two housing projects, the Helen Diller Anchor House Project and the People's Park Housing Project. The People's Park Housing Project was discussed at the January 2020 Regents meeting.

BACKGROUND

UC Berkeley is the University of California's oldest campus and is a world-renowned public research university. In the 2018-19 academic year, the campus' fourteen schools and colleges offered over 350 degree programs for nearly 40,000 students, supported by approximately 15,400 faculty and staff. The campus comprises 1,095 acres and nearly 15 million gross square feet (GSF) of facilities, primarily located in the City of Berkeley.

Today's Context

The 2021 LRDP forecasts moderate potential growth, anticipating some growth as a result of overall increasing enrollment in the University of California system. As an urban campus with limited land resources, the Berkeley campus desires to be a low-growth campus to ensure it can provide adequate facilities to support its long-term academic excellence.

The 2021 LRDP responds to the following key drivers:

- **2018 Strategic Plan:** Several key themes inform the 2021 LRDP, including enhancing the student experience; supporting and advancing research; fostering a diverse, inclusive, and entrepreneurial campus community; and embracing collaborative partnerships.
- **Addressing Academic and Research Space Needs:** Invest in instructional and research space in support of the campus's mission, including improving seismic resilience, modernizing existing facilities, and new development to accommodate space needs that cannot be met within existing space.
- **Enhancing the Campus Experience:** Support Strategic Plan goals for the student experience, in and out of the classroom, to promote greater student success.
- **Prioritizing Diversity and Inclusion:** Support physical planning and development strategies that foster a welcoming and inclusive campus for all.
- **Contributing to Housing Solutions:** Provide a roadmap for implementing the Chancellor's Housing Initiative, which would significantly increase the percentage of students housed on campus, and also provide faculty housing.
- **Creating a Coordinated and Adaptable Mobility Network:** Improve how students, faculty, staff, and visitors get to and around campus, with consideration of sustainable modes of transportation, and flexibility to accommodate future mobility solutions.
- **Leading the Way to a Sustainable and Resilient Campus:** Further integrate strategies for sustainability and resilience in the physical campus, in order to reduce the campus's

carbon footprint, meet UC and campus sustainability goals, and increase the campus’s resilience and adaptability to the impacts of climate change.

- **Leveraging Constrained Resources:** Optimize the use of University land and leverage investment to provide the greatest benefits, in recognition of limited financial, land, and operational resources.

The COVID-19 pandemic began during the LRDP planning process, and has changed how the campus operates in the near term. The campus has established a working group to examine post-pandemic campus conditions, including potential changes to space needs, transportation, and sustainability. The LRDP development program and principles and goals accommodate a range of future development approaches, including remote work and instruction, and prioritize capital projects that make the highest and best use of limited resources.

PROPOSED 2021 LONG RANGE DEVELOPMENT PLAN

The 2021 LRDP is the guiding land use plan for the physical development of the campus. The 2021 LRDP Planning Area includes the majority of the Berkeley campus's properties, where academic and campus life facilities are concentrated. It includes all university-owned and leased properties located in the City of Berkeley, as well as the portion of the Hill Campus East located in the City of Oakland and in unincorporated Contra Costa County. The Berkeley campus's satellite properties located outside the City of Berkeley, such as University Village and the Gill Tract in Albany, Richmond Field Station in Richmond, and other remote field stations and reserves, are not included in the 2021 LRDP Planning Area because they are sufficiently distant from the main campus.

The 2021 LRDP designates general types of development and land uses to facilitate expanded and new program initiatives. The 2021 LRDP plans to accommodate a total net increase in campus building space of approximately 2.55 million gross square feet and 11,730 beds of student and faculty housing, to support a future increase of up to approximately 8,500 students and 3,600 faculty and staff. Tables 1 and 2 summarize the projected growth accommodated by the 2021 LRDP.

Table 1. 2021 LRDP Program Projections

	Projected Under Current LRDP	2018-19 Actual (Baseline)	Potential 2021 LRDP Total Program	Net New Compared to Baseline
Campus Space (gross square feet)	14,307,100	11,830,170	14,382,170	+2,552,000
Housing (beds)	10,790	9,020	20,750	+11,730
Parking (spaces)	9,490	6,340	7,580	+1,240

Note: 2018-19 Actual gross square footage (GSF) includes projects approved under the current LRDP (~1 million GSF of campus space and 1,100 beds of student housing). This table includes UC Berkeley housing, as well as the

existing 16 non-university beds at the 1921 Walnut Street site. It does not include housing or beds outside of the LRDP Planning Area, some affiliate housing, or housing that UC Berkeley provides through a master lease agreement.

Table 2. 2021 LRDP Population Projections

	Projected Under Current LRDP	2018-19 Actual (Baseline)	Projected Under 2021 LRDP	Net New Compared to Baseline
Student Enrollment	33,450	39,710	48,200	+8,490
Faculty and Staff	15,810	15,420	19,000	+3,580
Total Campus Population	51,260	55,130	67,200	+12,070

Note: Population projections reflect fall-spring semester average of daily on-campus population.

The 2021 LRDP plans for a significant amount of housing – approximately 11,730 beds, which would more than double the campus’ existing housing capacity. The Berkeley campus currently houses the lowest percentage of students in on-campus housing compared to the other UC campuses, in a region with one of the tightest housing markets in the country. The 2021 LRDP housing program supports the Chancellor’s Housing Initiative goals to provide two years of housing for entering freshmen, one year of housing for entering transfer students, one year of housing for entering graduate students, and up to six years of housing for untenured faculty. The housing program accounts for nearly half of the proposed net new GSF in the development program (approximately 3.8 million GSF of a total 8.1 million GSF).

2021 LRDP Principles and Goals

The 2021 LRDP contains five overarching principles, each supported by associated goals. The principles describe core values intended to inform decisions about capital projects and other investments. The goals provide additional guidance on how the principles can be achieved. The principles and goals are intentionally flexible to enable decision-makers to respond to changing priorities, as well as to future strategic opportunities, as they arise. The principles are as follows (see Attachment 3 for more detail):

- Foster a vibrant and inclusive campus experience for all
- Promote discovery, innovation, and interdisciplinary collaboration
- Improve campus wayfinding and connectivity
- Enhance the sustainability and resilience of the campus
- Optimize campus resources

Proposed Land Use Zones

The 2021 LRDP modifies the land use zones of the current LRDP in order to provide more specific land use guidance when locating capital projects. The current LRDP provides land use guidance through Location Guidelines that identify priority uses by land use zone, to be used in concert with an illustrative plan of potential projects, the designation of a housing zone, land use

policies, and land use zone frameworks (Attachment 6). The 2021 LRDP streamlines that approach into three overall components to guide future development:

- Land use objectives, including campus-wide objectives as well as objectives for each land use zone, historic resources, and land acquisition
- Potential future building areas, an illustrative plan describing where development could occur, including redevelopment and infill sites (Attachment 4)
- Land use table, designating primary and secondary uses for each land use zone, with updated land use categories (Attachment 5)

The housing zone included in the current LRDP has been incorporated into the 2021 LRDP's land use table, in order to provide greater flexibility to construct new housing on campus properties most suitable for housing. However, the housing program goals remain similar between the current and 2021 LRDPs, in terms of ensuring that campus housing is within walking and/or transit distance to campus.

While the organization of land use guidance has been updated, proposed land uses generally remain the same as in the current LRDP. The campus is typically characterized by mixed use development, with overall land use guided by zone as follows:

- Campus Park: Academic, research, student life, and student service uses that directly engage students
- Hill Campus West: Housing and campus life uses, including athletics, recreation, and event venues
- Hill Campus East: Research, open space, energy resilience
- City Environs: Housing, research, and other complementary uses that benefit from connectivity to the Campus Park and support the campus's public-serving mission, such as public-serving clinics, museums, event spaces, and other visitor-intensive activities
- Clark Kerr Campus: Housing and campus life uses, including the existing conference center

2021 PHYSICAL DESIGN FRAMEWORK

The Physical Design Framework (PhDF) for the Berkeley campus is being revised concurrently with the 2021 LRDP. The updated PhDF streamlines the previous PhDF from 2009 and is organized around strategies for campus structure, the public realm, and site evaluation and selection. Strategies for campus structure provide an approach for developing the campus within the framework of each campus zone, as well as across all campus zones to create a cohesive campus. Strategies for the public realm include high-level guidance across all campus properties to guide the image of the campus and how students, faculty, staff, and visitors experience the campus. The approach to site evaluation and selection provides guidance on how potential project sites may be evaluated and selected.

The updated PhDF is guided by the following principles:

- Steward University land in support of the educational and research mission, and create an enduring physical environment that expresses the Berkeley culture
- Create an active and dynamic public realm that supports the campus community and the general public, with a consistent campus image
- Build on and respect the campus's tradition of contextual planning and design, while building a cohesive campus that can adapt to new priorities over time
- Incorporate sustainability and resilience into the physical campus environment, to the greatest extent feasible

Sustainable Practices Policy

Over the last decade, UC Berkeley has made significant strides in reducing greenhouse gas emissions and addressing environmental resilience in its operations and building projects. By 2018, the campus had met the UC Sustainable Practices Policy's 2020 goal for greenhouse gas emissions, and the 2020 and 2025 goals for water consumption. UC Berkeley has lower total emissions now than it did in 2005, even with the addition of nearly one million GSF of net new space and nearly 8,000 students. UC Berkeley is committed to continued efforts to create a sustainable and resilient campus, in conformance with the UC Sustainable Practices Policy and the Carbon Neutrality Initiative. A few potential strategies include:

- Renovation and modernization of existing space and infrastructure systems to improve energy and water efficiency and reduce embodied carbon
- Electrification and modernization of the cogeneration plant and addition of nodal energy plants to improve sustainability and resilience
- Implementation of a storm water management credit system to better leverage storm water benefits across campus
- Increased use of non-potable water on campus to reduce potable water consumption
- Additional transportation demand management programs to increase the percentage of students, faculty, and staff using more sustainable modes of transportation to get to campus

Community Engagement

For the proposed 2021 LRDP, UC Berkeley engaged in a robust engagement process with the UC Berkeley community and the public, including a combination of in-person and online outreach. In-person outreach included individual meetings with stakeholder groups and regular meetings with project governance groups. The campus also organized an LRDP Community Advisory Group, public town halls, briefings to City of Berkeley staff and officials, and informal drop-in sessions. In the fall of 2020, UC Berkeley presented an update on the LRDP to the Berkeley City Council, Zoning Adjustments Board, and Landmarks Preservation Commission.

Online outreach has primarily been through the proposed LRDP Update website (<https://lrdp.berkeley.edu/>), which provides relevant news updates, project documents, and forms to provide feedback. UC Berkeley provided an online survey that was available to the public from April through October 2019 to solicit feedback about the initiative. UC Berkeley also provided an online open house that was available to the public from May through August 2020 to share existing conditions information and solicit feedback on emerging ideas and principles.

Environmental Review

A program-level Environmental Impact Report (EIR) for the UC Berkeley 2021 LRDP is being prepared with project-level review of two housing projects, Anchor House and People’s Park Housing. This approach was developed to provide ample opportunities for comprehensive stakeholder review and public comment, and to facilitate streamlined environmental review of future projects.

Timeline and Future Actions

Community engagement is ongoing, and the public comment period for the Draft EIR ended on April 21, 2021. Response to comments will be provided in a Final EIR. Certification of the EIR, approval of the 2021 LRDP and acceptance of the 2021 Physical Design Framework Amendment will then be sought at a future Regents meeting. It is anticipated that design approval for the Anchor House and People’s Park Housing Projects will be sought at a later date.

Key to Acronyms:

CEQA	California Environmental Quality Act
EIR	Environmental Impact Report
GSF	Gross-Square-Feet
LRDP	Long Range Development Plan
PhDF	Physical Design Framework
TDM	Transportation Demand Management

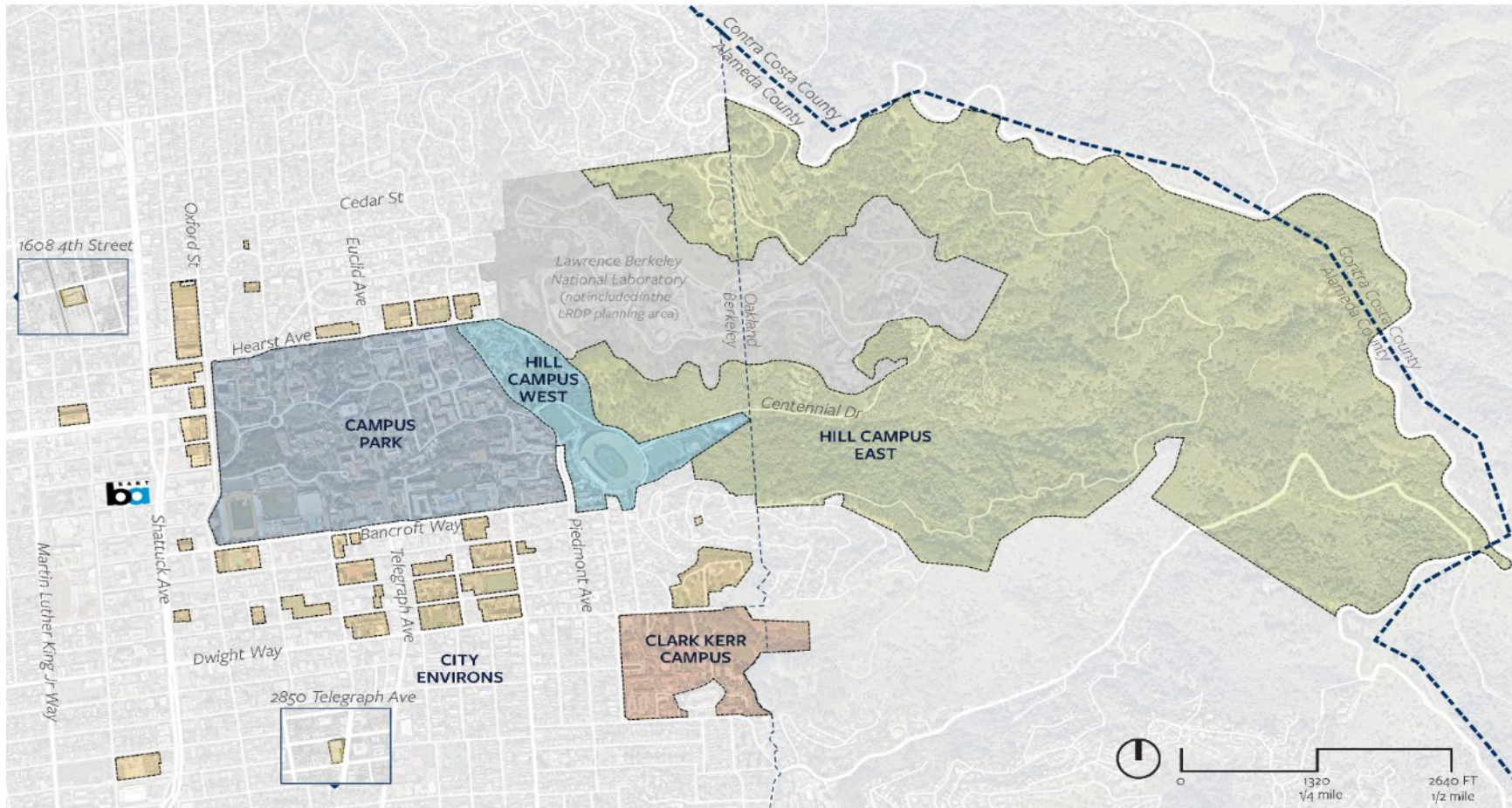
ATTACHMENTS:

Attachment 1:	2021 LRDP Campus Land Use Zones
Attachment 2:	Current LRDP Campus Land Use Zones (2005)
Attachment 3:	2021 LRDP Principles and Goals
Attachment 4:	2021 LRDP Potential Future Building Areas
Attachment 5:	2021 LRDP Land Use Table
Attachment 6:	Current LRDP Illustrative Plan, Housing Zone, and Location Guidelines (2005)
Attachment 7:	Draft 2021 LRDP https://lrdp.berkeley.edu/sites/default/files/draft-uc-berkeley-lrpd_february-2021_web-sm.pdf

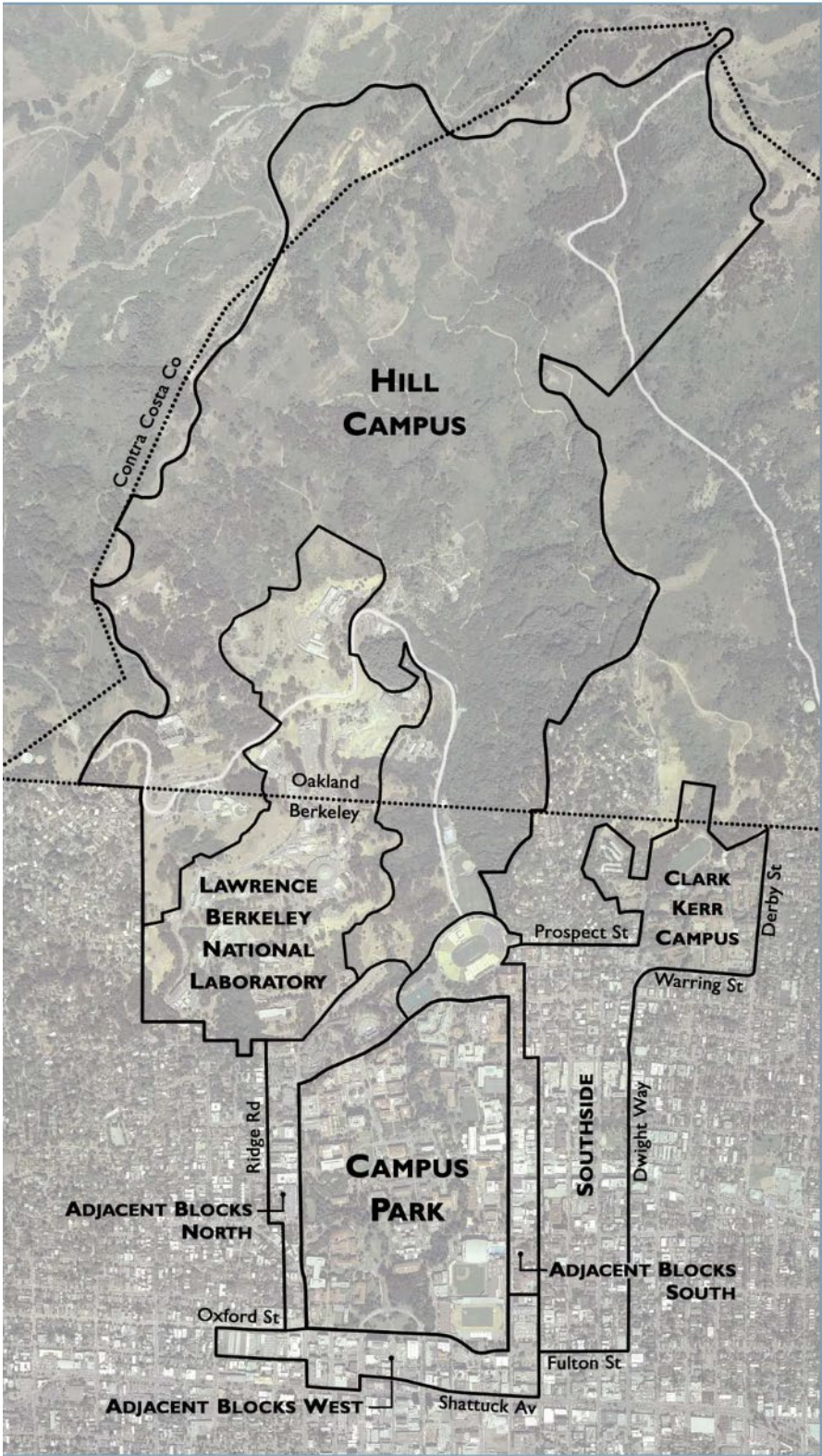
PROPOSED 2021 LRDP LAND USE ZONES

FIGURE 1.2: LRDP Planning Area

- Campus Boundary
- - - City Limit
- - - County Boundary
- Campus Park
- Hill Campus West
- Hill Campus East
- Clark Kerr Campus
- City Environs



CURRENT LRDP LAND USE ZONES (2005)



2021 LRDP PRINCIPLES AND GOALS

- **Principle 1: Foster a Vibrant and Inclusive Campus Experience for All**
 - Goal 1.1: Provide accessible and inclusive indoor and outdoor campus life spaces to create a shared sense of community, interaction, and wellness.
 - Goal 1.2: Improve the existing housing stock and construct new student beds and faculty housing units in support of the Chancellor’s Housing Initiative.
 - Goal 1.3: Enhance the connectivity between UC Berkeley and surrounding areas, through continued collaboration and partnership in areas of shared interest related to capital investment.
 - Goal 1.4: Maintain and enhance the image and experience of the physical campus, and support the continuing evolution of the campus’s notable and historic landscapes and architecture.

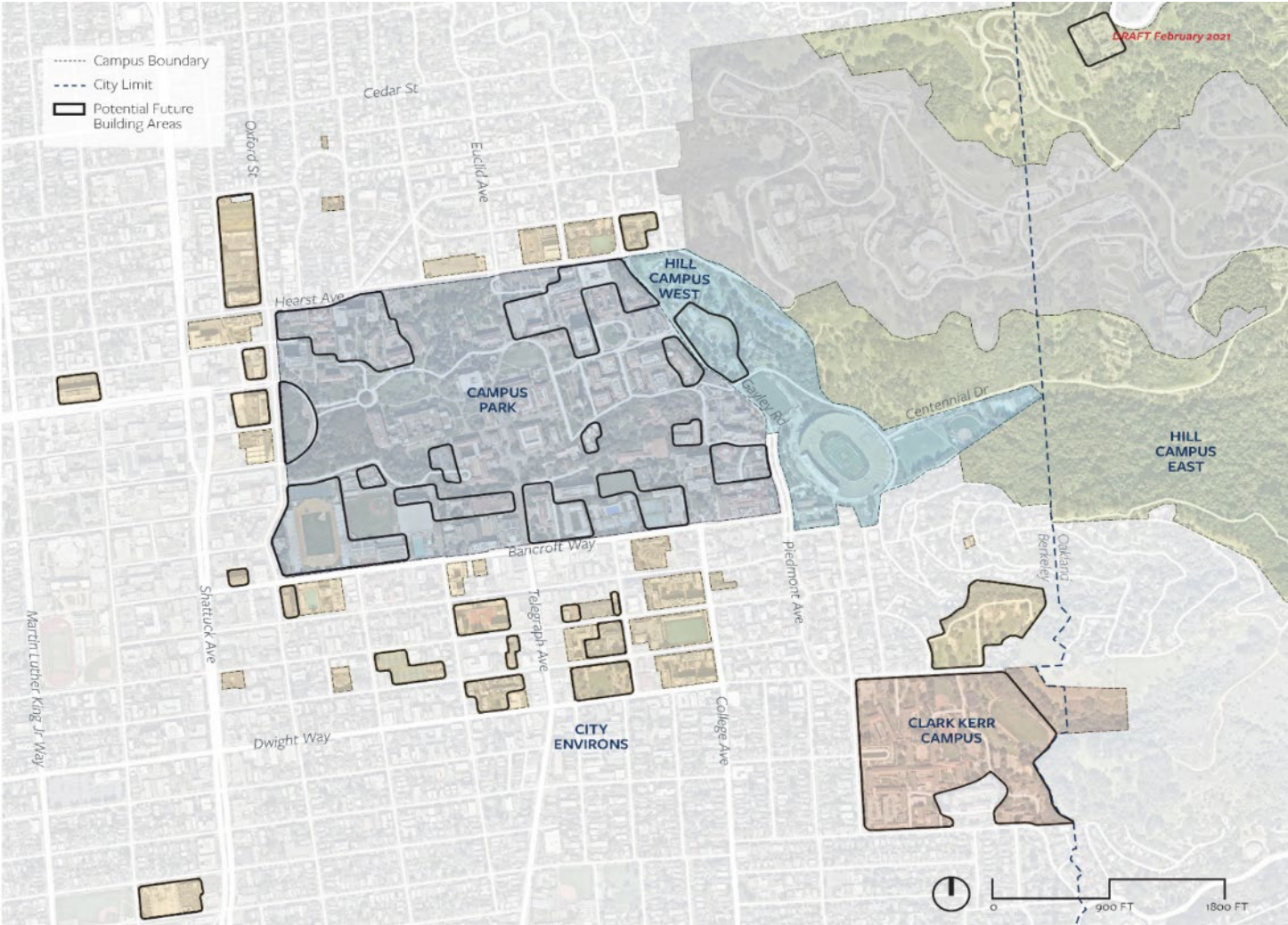
- **Principle 2: Promote Discovery, Innovation, and Interdisciplinary Collaboration**
 - Goal 2.1: Provide adaptable and flexible academic and research space to meet UC Berkeley’s physical space needs in support of its mission and Strategic Plan.
 - Goal 2.2: Site academic and research facilities to foster interdisciplinary collaboration and provide indoor and outdoor places for interaction.
 - Goal 2.3: Maintain the Hill Campus East as a resource for research, education, and energy resilience and focus potential development on suitable sites, while managing and reducing wildfire risk.

- **Principle 3: Improve Campus Wayfinding and Connectivity**
 - Goal 3.1: Take advantage of UC Berkeley’s urban location to prioritize multi-modal and integrated mobility system improvements that promote efficient, sustainable, and safe campus access.
 - Goal 3.2: Promote sustainable transportation modes to decrease carbon emissions, congestion, and parking demand.
 - Goal 3.3: Minimize private vehicle access within the Campus Park and the Clark Kerr Campus.
 - Goal 3.4: Prioritize improvements and create clearly defined routes for bicycle, pedestrian, transit, and micro-mobility networks to enhance campus connectivity and safety.
 - Goal 3.5: Enhance wayfinding, using principles of universal design, to make navigation more intuitive and inclusive, and to ensure equitable access to the physical campus by all members of the campus community.

- **Principle 4: Enhance the Sustainability and Resilience of the Campus**
 - Goal 4.1: Adapt campus landscapes to improve environmental health, enhance ecology and biodiversity, and create educational and research opportunities.
 - Goal 4.2: Upgrade and modernize buildings and infrastructure to address deferred maintenance and support new development. Meet and strive to exceed UC system and UC Berkeley policies and goals for sustainability, resilience, and seismic safety.
 - Goal 4.3: Implement strategies that enhance campus resilience, to protect human health and safety, maintain essential infrastructure services and operational continuity, preserve investment in the physical campus, and cultivate adaptable natural systems.

- **Principle 5: Optimize Campus Resources**
 - Goal 5.1: Ensure the highest and best use of campus land to serve UC Berkeley's mission.
 - Goal 5.2: Plan every new project – including renovations, additions, and new construction – to support optimal investment of resources, meet space needs, address deferred maintenance, and reduce seismic risk.
 - Goal 5.3: Balance new investments with the renewal of existing facilities to ensure that all campus spaces are functional and well maintained, and to improve space utilization and efficiency in existing facilities to meet program needs.
 - Goal 5.4: Design spaces to meet immediate needs and functionality, while incorporating adaptable and multi-purpose spaces to provide future flexibility.

2021 LRDP POTENTIAL FUTURE BUILDING AREAS



2021 LRDP LAND USE GUIDELINES

Land Use	Campus Park	Hill Campus West	Hill Campus East	Clark Kerr Campus	City Environs
Academic and Research Space	●	●	●		●
Administrative Functions	●	●	●	●	●
Campus Life	●	●		●	●
Athletics and Recreation	●	●		●	●
Visitor-Serving Functions	●	●	●	●	●
Housing		●		●	●
Service Facilities and Infrastructure	●	●	●	●	●
Parking and Mobility	●	●	●	●	●
Open Space	●	●	●	●	●

- **Priority Use:** Preferred use for a given land use zone
- **Secondary Use:** Allowable use with lower priority than priority use

This table complements the land use objectives, providing additional information about the uses anticipated in each land use zone. The table and objectives should be used in conjunction to guide land use decisions.

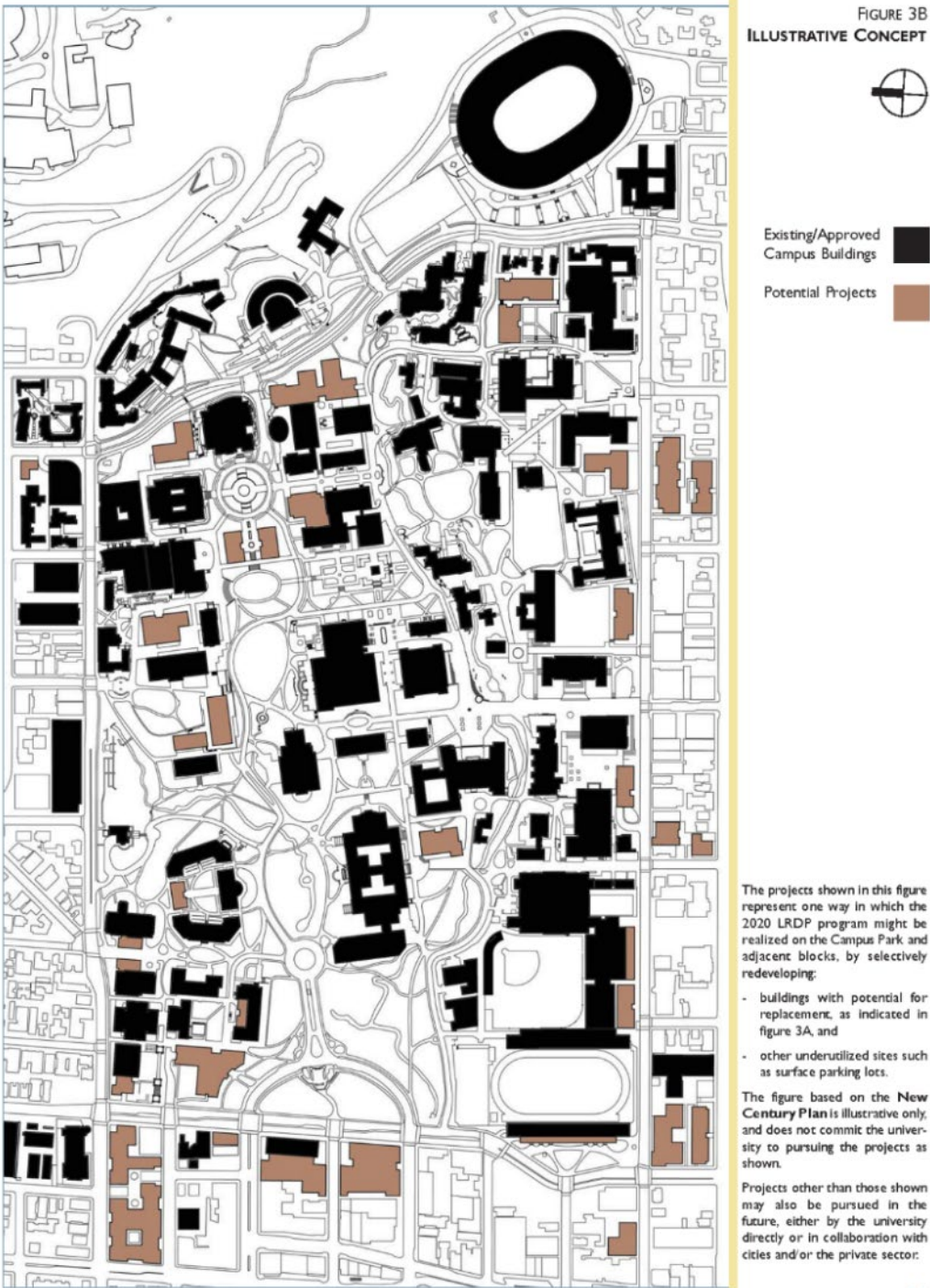
Land Use Definitions

- Academic and research space: Academic and research uses, such as instructional facilities, academic offices, research laboratories, and libraries
- Administrative functions: Uses that support campus functions, such as non-academic office facilities
- Campus life: Uses that support campus life and community, such as social space, dining facilities, assembly facilities, and retail facilities
- Athletics and recreation: Uses that support athletics and recreation programs and activities, such as indoor and outdoor general recreation facilities, and athletics practice and competition venues

- Visitor-serving functions: Uses that attract public visitors or spectators, including clinics, museums, major performance spaces, conference facilities, athletics and recreation facilities, and spectator venues
- Housing: Undergraduate student, graduate student, faculty, or staff residential units, including resident-serving uses incorporated into residential buildings (e.g. campus life or administrative space, residential parking, open space)
- Service facilities and infrastructure: Uses that support campus operations, such as utility plants and systems, physical plant facilities, storage facilities, service yards, warehouse functions, shops, materials handling and storage, and shipping and receiving
- Parking and mobility: Uses that support overall mobility for commuters, campus residents, and visitors, such as vehicle storage, bicycle storage, micro-mobility support facilities, and transportation operations facilities
- Open space: Natural or undeveloped land used for recreation, research, or resource-based purposes, such as purpose-built grass open spaces, plazas, and bioswales, and natural areas including riparian areas, wetlands, forests, and grasslands

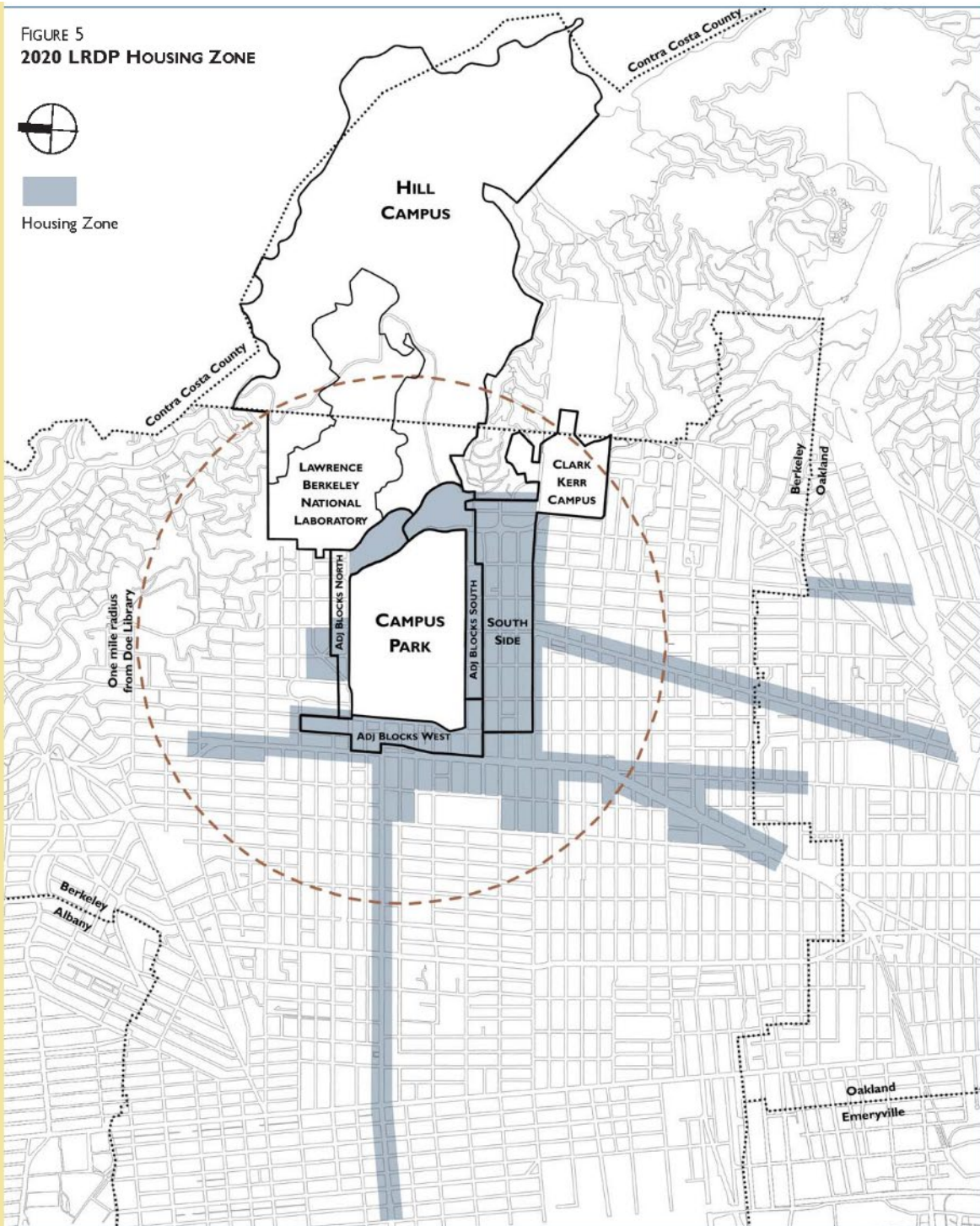
**CURRENT LRDP
ILLUSTRATIVE CONCEPT PLAN, HOUSING ZONE,
AND LOCATION GUIDELINES (2005)**

Illustrative Concept Plan



Housing Zone

FIGURE 5
2020 LRDP HOUSING ZONE



The 2020 LRDP Housing Zone overlays the other Land Use Zones. It includes all areas within a one mile radius of Doe Library, or within a block of a transit line providing trips to Doe Library in under 20 minutes. The Housing Zone excludes those sites with residential designations of under 40 units per acre in a municipal general plan as of July 2003. This figure shows the extent of the Housing Zone based on transit trips via AC Transit routes as of July 2003. Suitable sites within one block of some BART Stations may also qualify for inclusion in the Zone. The depiction of the Housing Zone is generalized in this figure, and may not reflect the precise boundaries of individual parcels or land use designations. The zone boundary may be revised in the future to reflect service changes which affect travel time and/or changes in land use designations due to adoption of the Southside Plan.

Location Guidelines

TABLE 4 LOCATION PRIORITY BY LAND USE ZONE

	Location Priority
Academic Programs	
Instructional spaces	Campus Park
Faculty office, research and conference spaces	
Academic Support	
Libraries and student workspaces	Campus Park
Academic administration	
Museums and performance venues	Adjacent Blocks
Research Programs	
Research activities with substantial student engagement & participation	Campus Park
Research activities without substantial student engagement & participation	Adjacent Blocks or Hill Campus
Research activities incompatible with on- or near-campus locations due to scale, service requirements, or environmental impacts	Urban Eastbay
Institutional Support	
Chancellor and units requiring frequent direct interaction w/Chancellor	Campus Park
Critical on-site plant operations services	
Visitor-intensive: frequent visitors from outside campus	Adjacent Blocks
Service-intensive: frequent visits to & from Campus Park units	
Process-intensive: primarily document-based or computer-based functions with limited, infrequent face to face interactions	Urban Eastbay
Computer and telcom centers, industrial production, materials handling and storage, vehicle service and storage, plant operations administration	
Student Services	
Service-intensive: frequent face to face interactions	Campus Park
Process-intensive: primarily document-based or computer-based functions with limited, infrequent face to face interactions	Adjacent Blocks
Fitness, recreation, intercollegiate athletics	Campus Park Hill Campus Adjacent Blocks Southside
Public Programs	
University extension	Urban Eastbay
University Housing	
Student housing	Housing Zone
Faculty and staff housing	Housing Zone

Note: Urban Eastbay includes cities of Berkeley, Oakland, Emeryville, Albany, El Cerrito and Richmond