

November 5, 2004

Allison Galloway  
Chair, Santa Cruz Division Academic Senate

Re: First Draft 2005-2020 Long Range Development Plan

Dear Allison,

The Faculty Welfare committee wishes to communicate the following observations about the draft LRDP. We have substantial concerns, and we recommend that the next draft of the plan be circulated to allow additional comments before the campus embarks on the expense and time commitment of the EIR. We suggest that the next draft be available by November 30 with a 14-day additional comment period before issuing the draft that will be used for the EIR.

The Committee's greatest hope is that the new LRDP will provide a convincing demonstration of a feasible roadmap for campus growth to 21,000 students over the next 15 years. Such a "feasible roadmap" must somehow avoid the obstacles of the environmental review process, political opposition, degradation of environmental and scenic quality while maintaining or enhancing Campus and Faculty Welfare. Our comments address these themes from the viewpoint of the Faculty Welfare Committee. Some rather important financial aspects will also be addressed that are relevant to the feasibility of the Draft LRDP.

In the following pages, we will consider the following topics:

#### HOUSING

The Committee believes that the employee housing goal is too low and that the proposed locations will not result in timely construction of sufficiently affordable housing.

#### TRANSPORTATION AND PARKING

The Committee observes that the draft plan with its great reliance on infill development and expensive road and parking structures might not be feasible.

#### INFILL

The Committee believes that the LRDP committee and consultants must review the amount of infill development that is possible in the campus core before the final draft LRDP is issued.

#### CAMPUS RESOURCE LAND

The Committee believes that the definition of such land in the draft LRDP must be abandoned and replaced with the 1988 LRDP definition. For proposed CRL areas where housing is contemplated it should be so designated.

## COWELL RANCH HISTORIC DISTRICT

The Committee requests that the next draft states that “protected landscape” will be maintained in this district.

## CHILDCARE

The Committee would like to see more explicit plans for new childcare facilities.

## GUIDANCE FOR TOWN/GOWN INTERACTIONS

The LRDP must provide a clear and workable plan for growth.

## NECESSITY OF SOME SERIOUS EDITING OF THE DRAFT

There are numerous places in the draft plan where the language is unclear, and other places where the text is garbled.

## SOME DISCUSSION

Obviously these topics are interrelated, and this will be reflected to some degree in the imperfectly organized discussion that follows.

### **1. HOUSING**

The Committee believes that the employee housing goal is too low and that the proposed locations will not result in timely construction of sufficiently affordable housing.

The first draft bases staff and faculty housing to provide 25% of faculty FTE and 3% of staff FTE. These criteria result in plans for less than 200 additional units for sale and rental. The Faculty Welfare Committee recommends that UCSC plan for new construction of at least 300 faculty units with an additional 75 staff and non-senate academic senate faculty units. The housing development should provide both ownership units and three bedroom apartments, and provide housing at a price level that is consistent with academic salaries.

The Committee has long held the opinion that affordable housing is the most important obstacle to attracting and retaining talented faculty in the present and future. Since the campus may need to hire about 600 tenure track faculty over the next 15 years for the planned growth in student FTE and for replacement of retiring faculty, housing will continue to be a huge problem. Although a 100% increase in faculty salaries would allow faculty to purchase homes in Santa Cruz, a much more feasible approach would be construction of new on-campus housing in a timely manner.

In this regard there are two problems with the LRDP. First the designated Employee Housing area may only accommodate about half of the housing that CFW asserts will be necessary for the retention and recruitment of faculty. Second the development of the Employee Housing requires construction of expensive bridges and the North loop road.

Where else to build housing? This is an important and hopefully answerable question. One possibility would be to designate one or more areas that are presently denoted as CRL in the draft LRDP. However most of the sites designated CRL have significant constraints that have

been well appreciated by campus planners for almost 15 years. The only site that was not studied in the past is the CRL land at the corner of Hagar and Glen Coolidge. But it is clear without rerouting Glen Coolidge, this site will generate extreme controversy about its development. It appears that the campus must look for additional sites for employee housing.

The cost to develop employee and student housing must also be considered in looking at the feasibility of the draft LRDP. Although costs are often associated with LRDP implementation, we use costs to assess the draft LRDP. There are two approaches to building the roads and other infrastructure for the North Campus. First the housing could pay for it, with the likely consequence that the construction costs might increase by about \$100,000 per unit. Such a cost increase would really limit our ability to offer affordable housing!

The other approach is to obtain State Funds to build the infrastructure. However then no housing is likely to be constructed and occupied before 2015. This is because of the five-year capital plans that the campus submits for new projects. Even if the road projects were requested in the next capital plan for planning money in 2009 or 2010, the roads would not be finished and the housing available for another 5 years. The Committee does not believe that the campus will be able to attract and retain faculty with this delay.

## **2. TRANSPORTATION AND PARKING**

The Committee observes that the draft plan with its great reliance on infill development and expensive road and parking structures might not be feasible.

We are concerned about the feasibility of the transportation and parking plan, mostly because of cost issues. The first cost is for parking structures, and the second cost is for the roads and bridges that the plan envisions. Since we have addressed the road issue in the previous section, we will only consider the parking cost issue here.

The draft LRDP relies heavily on infill development, and one consequence of this is that many (about 1000) core surface parking spaces will disappear. These parking spaces can be replaced in structures at large cost, which must be carried by the users of the parking services. Now a potential doubling of our present parking rates is likely to induce many more people to take alternative transportation. One might think that this would be a good thing because fewer cars would be brought onto campus, but actually the debt burden of parking structures is a bad situation. If the number of parking permits decrease, the cost must increase for the remaining people. This is a slippery slope, and campus funds might be required to subsidize parking. The other cost issue is the support of the alternative transportation system. Presently it is funded by Transit Fees and Parking. If the number of Parking permits decrease there will be more demand on the shuttle and transit system with less money to support them. This is likely to result in more user fees or some subsidy with campus funds.

## **3. INFILL**

The Committee believes that the LRDP committee and consultants must review the amount of infill development that is possible in the campus core before the final draft LRDP is issued.

The Draft appears to assume that about 80 % of the new academic buildings will be built in the existing campus core and the remainder on the north campus. Using the following table from the draft LRDP, the LRDP envisions the construction of about 0.8 x 2,600,000 = 2,100,000 ogsf of academic and support space.

PROJECTED CAMPUS SPACE DEMAND						
	Actual and Approved Space		Net Additional Space		Estimated Total	
	ASF	OGSF	ASF	OGSF	ASF	OGSF
Academic & Support	1,693,000	2,664,000	1,585,000	2,597,000	3,278,000	5,261,000
Housing	1,468,000	2,029,000	1,272,000	1,674,000	2,740,000	3,703,000
<i>Bedspaces</i>	<i>6,322</i>		<i>3,311</i>		<i>9,713</i>	
<i>Units</i>	<i>316</i>		<i>219</i>		<i>535</i>	
Total	3,161,000	4,693,000	2,857,000	4,271,000	6,018,000	8,964,000

20. ASF numbers are predicated on 100 percent of the California Postsecondary Education Commission guidelines. Actual built area may deviate from projected space.

The Committee notes that this amount of infill development is inconsistent with the conclusions of a recent (2003) published campus report “UC Santa Cruz Campus Core Capacity Study”. The Capacity Study that was prepared by paid consultants indicates quite clearly that the campus core can be used only for an additional 836,000 ogsf. The Campus Core Capacity Study finds space for only 40 % of the development proposed in the LRDP!

Although there are certain to be differences in the assumptions of the two capacity studies, the large discrepancy must be resolved prior to issuing the draft LRDP for environmental review. There are also obvious infrastructure costs and phasing implementation aspects concerning the amount of development that can occur in the campus core.

For reference the next two pages present the Executive Summary and the development map from the Campus Core Capacity Study.

# Executive Summary



## UC Santa Cruz Campus Core Capacity Study

- Purpose
- Capacity Findings
- Circulation
- Open Space
- Next Steps

### PURPOSE

This study analyzes potential development of the University of California, Santa Cruz to accommodate future growth within its land designated as Campus Core.

It evaluates and assigns theoretical built capacity based on scale and density that fits contextually with the existing built environment, and considers and respects the campus natural setting. It assumes the continuation of current standards, policies, and practice that define campus character such as building heights, environmental standards and protected landscapes.

This study conforms to the definitions and assumptions described in the UCSC 1988 Long Range Development Plan, the currently approved plan that expresses Regental policy governing the future physical development for the campus.

### CAPACITY FINDINGS

- Approximately 1,250,000 outside gross square feet (ogsf) is currently built, under construction or approved development in Campus Core

- There is the potential to accommodate 33 new buildings in the Campus Core with a theoretical capacity of 836,000 ogsf
  - 4 buildings, each: 60,000+ogsf**
  - 7 buildings, each: 25,000-56,000 ogsf**
  - 22 buildings, each: 6,000-23,000 ogsf**
- The majority of additional capacity is in small buildings (22 of 33) however some building groupings could be integrated to develop a large building footprint (e.g., Site 1 A-B-C, page 2.3)
- This additional capacity could increase the ogsf of the Core by approximately 75%

Actual capacity could be different than the theoretical capacity because:

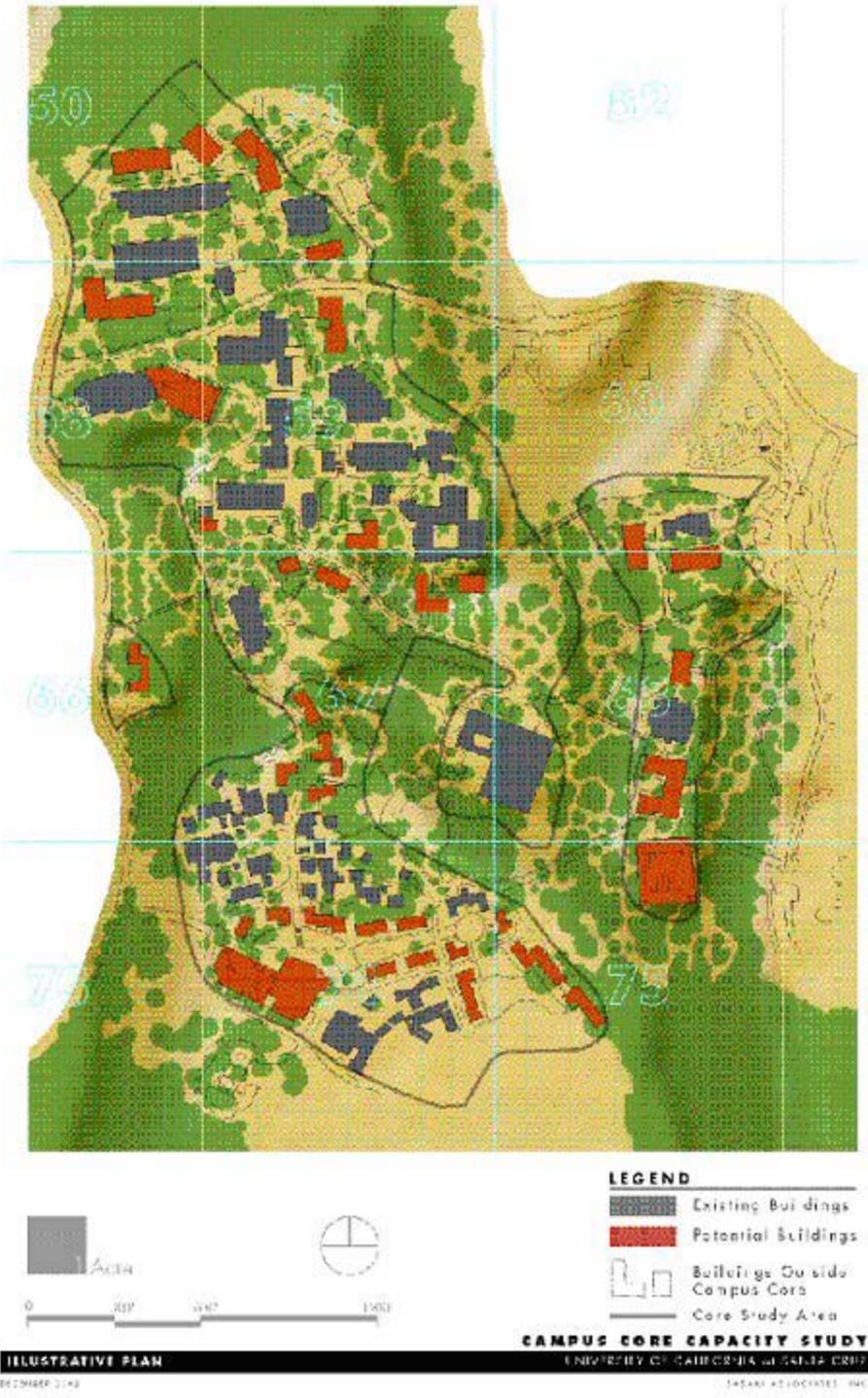
- *Location mismatches could limit site suitability (potential building sites may not be adjacent to program needs)*
- *Site specific environmental and other site factors - such as infrastructure or storm drainage considerations - could reduce capacity*

- The ability to infill this quantity of additional ogsf will require confirmation of infrastructure capacities by area and by systems
- Actual capacity will also be affected by parking and circulation strategies and other factors
- Capacity could change over time through redevelopment of existing built areas
- Additional capacity for academic growth could be accommodated in other areas of the campus including academic facilities in the Colleges or other land use designations or expansion of Campus Core designated land.

The forecast of programmatic academic growth by the divisions currently located in the Core (P&BS, SOE, Arts), range from 539,000 to 837,000 ogsf through the year 2011.<sup>61</sup> This includes 102,000 ogsf for academic services, classrooms, support, and library space.

Divisional adjacency needs and sites consumed by unforeseen future needs are likely to affect the actual

<sup>61</sup>The divisions in the Campus Core include Arts, School of Engineering (SOE) and Physical & Biological Sciences (P&BS, formally Natural Sciences), as well as Libraries, Academic Support and some classrooms. Humanities and Social Sciences are primarily housed in areas designated for Colleges and Graduate Housing. Projections provided by Planning and Budget include the completed Humanities & Social Science Building (scheduled for 2006).



#### 4. CAMPUS RESOURCE LAND

The Committee believes that the definition of such land in the draft LRDP must be abandoned and replaced with the 1988 LRDP definition. For proposed CRL areas where housing is contemplated it should be so designated.

The definition of Campus Resource Lands in the draft LRDP is not specific about the type of development that can occur on such areas. Consequently such land has essentially undefined zoning, and it is impossible to assess the environmental impacts in the EIR phase of the LRDP. Additionally the definition of such lands may lead to mistrust of the campus's intentions by members of the greater community. We also note that such land designation would never be allowed in a California City or County General Plan, and appears to be contrary to the University of California's guidance and Regent's Standing Orders about Long Range Development plans.

It is useful to compare the definitions of Campus Resource Land in the draft 2005 and the 1988 LRDPs. The 1988 designation is very clear about what can be built in CRL areas while the 2005 designation is not.

2005 Definition:

##### CAMPUS RESOURCE LAND (CRL)

A total of 364 acres of undeveloped land located primarily in the far north campus and the Coastal Zone west of Empire Grade is designated as Campus Resource Land. These areas will generally be maintained in their natural state. Campus Resource Land could be considered for development of academic, housing or campus and community support program elements during the timeframe of this LRDP following appropriate environmental review.

1988 Definition:

##### CAMPUS RESOURCE LANDS

A total of 471 acres of undeveloped land located primarily in the northern part of campus is designated Campus Resource Land. These areas are not planned for extensive development under this LRDP and will generally be maintained in their natural state. Development of large-scale projects such as academic facilities, colleges, housing, and parking lots, is not permitted in these areas under this LRDP, although smaller projects, such as the construction of a water storage tank or a roadway, are permitted, subject to the review of appropriate committees and the approval of the Chancellor.

The draft LRDP should adopt a definition that is close to the 1988 LRDP, and apply the CRL designation to some areas such as Marshall Field. Other areas where there is a significant chance of substantial development should be designated as Employee Housing, Student Housing, etc.

## 5. COWELL RANCH HISTORIC DISTRICT

The Committee requests that the next draft states that “protected landscape” will be maintained in this district.

The 1988 LRDP explicitly has protected landscape in the Cowell Ranch Historic District, while the draft LRDP does not. Probably this omission is not intentional, and the next draft should fix this problem. Cardiff House is a popular event venue, and certainly the field below this historic house (the oldest building on any UC campus) is not a realistic site for development. The Cardiff House property is a community resource, and any development there will impact not only the Cardiff Terrace homeowners but also West side neighbors in Santa Cruz. Protected landscape must be included in the district.

The new and old definitions indicate the points raised above:

2005 Definition:

### COWELL RANCH HISTORIC DISTRICT

The Cowell Ranch Historic District (CRHD) is an overlay district that encompasses cultural resources of particular significance from the original Cowell Ranch. The Cowell Ranch constitutes a landmark that helps define a strong and unique "sense of place" for UC Santa Cruz. The overlay district is in a Campus Support land-use area. The CRHD is eligible for listing on the National and State Registers of Historic Places. A CRHD Management Plan governs development of structures and landscape in and around the CRHD.

1988 Definition:

### HISTORIC CAMPUS ENTRY AREA

The "Historic Area" is designated an overlay district encompassing the Protected Landscape and Campus and Community Support areas at the south campus entrance. Policies governing land use in this area are intended to afford a degree of protection to the remaining Cowell Ranch buildings. These buildings, with their associated settings and vistas, are important to state and local history and have been widely recognized as such. They constitute a landmark that helps define a strong and unique "sense of place" for UC Santa Cruz. The University's original development approach for this area, combining adaptive reuse of historic buildings, sensitive site planning, and compatible additions, has brought widespread praise. The following policies will guide future management of the area: a historic core, defined as the area immediately surrounding Cowell Ranch buildings near the main campus entrance, will be designated; renovation, repair, remodeling, or new construction in the historic core will be planned and designed to respect and protect the historic qualities of the Cowell Ranch buildings and their environment; and to the extent that public and private funds are available, the campus will continue to restore and protect Cowell Ranch buildings and other historic features.

## **6. CHILDCARE**

The Committee would like to see more explicit plans for new childcare facilities.

Following the increasing priority that has been placed upon child care for all UC campuses, the Committee considers it to be an integral part of the support infrastructure for faculty and staff. Current facilities originally organized as student services and still administered as such, are woefully inadequate to support the existing demand from employees. Although the LRDP acknowledges that plans are underway (in a very preliminary manner) for a new facility, the document in general does not make mention of child care nearly as frequently as it does other non-academic support needs such as housing, recreation, and parking. In addition, while child care is mentioned as one possible use for newly designated Employee Housing (EH) areas, the existing facilities fall into Family Student Housing (FSH) and Campus Support (CS) zones. Potentially, this could magnify the already existing confusion about institutional responsibility and accountability for providing child care services to faculty and staff.

## **7. GUIDANCE FOR TOWN/GOWN INTERACTIONS**

The LRDP must provide a clear and workable plan for growth.

The plan must provide a reasonable approach to addressing the housing, traffic, and utility concerns of the Santa Cruz community. Although these issues are “EIR” related, they will determine the ultimate response of the City to the plan. The CFW Committee believes that the LRDP must be realistic, and not in any way lead people that the campus is not being open about the implications of the plan. In particular the “Campus Resource Land” designation in the 1<sup>st</sup> draft is likely to only elicit negative community response, rather than the support that the campus needs. We must provide a LRDP that presents an honest assessment of the consequences of campus growth.

## **8. NECESSITY OF SOME SERIOUS EDITING OF THE DRAFT**

There are numerous places in the draft plan where the language is unclear, and other places where the text is garbled. Editing is required to correct examples such as:

“While the two major corridors act as the pedestrian circulation system's primary structure within the campus core, the full pedestrian circulation system is an organic web of pathways, roads, and trails. In the core, this web can be understood as a "warped-grid" system. Currently, there are "lack of" gaps in this campus circulation system. The most obvious of these is the lack of connection of Meyer Drive to Hagar Drive. Extending Meyer Drive to Hagar can connect to the With the northward expansion of the core, as well as infill in the upper levels of the existing core, the need for additional east/west corridors across campus is apparent. Components of two routes are already in place. Connection bridges are needed between Chinquapin Road and Colleges Nine and Ten, as well as between Colleges Nine and Ten and Communications, to complete the more southern of these corridors.” (page 70 of 1<sup>st</sup> draft)

This report is respectfully submitted:

Roger Anderson  
Chair, Committee on Faculty Welfare

cc: CAAD Chair Triloki Pandey  
CEP Chair Richard Hughey  
CAFA Chair Rob Coe  
COR Chair Judith Aissen  
CPB Chair Paul Koch  
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