



# SAN FRANCISCO PLANNING DEPARTMENT

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## Executive Summary Institutional Master Plan

HEARING DATE: FEBRUARY 25, 2010

*Date:* February 18, 2010  
*Case No.:* 2009.0550I  
*Project:* ST. MARY'S MEDICAL CENTER  
INSTITUTIONAL MASTER PLAN  
*Project Sponsor:* Dennis J. Morris  
St. Mary's Medical Center  
450 Stanyan Street  
San Francisco, CA 94117  
(415) 750-5888  
*Staff Contact:* Mary Woods – (415) 558-6315  
[mary.woods@sfgov.org](mailto:mary.woods@sfgov.org)  
*Recommendation:* **No action required. This is an informational item only.**

1650 Mission St.  
Suite 400  
San Francisco,  
CA 94103-2479

Reception:  
**415.558.6378**

Fax:  
**415.558.6409**

Planning  
Information:  
**415.558.6377**

### BACKGROUND ON INSTITUTIONAL MASTER PLANS

Planning Code Section 304.5 requires post-secondary institutions and medical institutions to file an Institutional Master Plan (IMP) every 10 years detailing current facilities and operations, and outlining development plans and other information. The purpose of the IMP is to provide this information to the Planning Commission and the public and receive comments at a public hearing. This enables the institution to modify its master plan before seeking entitlements. Any significant proposed changes (including alterations to existing structures, demolitions, or new construction) described in the IMP would require separate review and approval by the Board of Supervisors, Planning Commission and/or Department staff, as applicable. In December 2007, the Board of Supervisors amended Planning Code Section 304.5 (through Ordinance 279-07) to require that IMPs for medical institutions be reviewed by a health planner overseen by the Department of Public Health. The health planner's role is to comment on the institution's long-range development goals and their relationship to citywide health care needs. The result of the health planner review is summarized below.

### HEALTH PLANNER REVIEW OF SMMC'S INSTITUTIONAL MASTER PLAN

St. Mary's Medical Center (SMMC) has completed the health planner review of their Institutional Master Plan (see Attachment A) as required by Planning Code Section 304.5. The Department of Public Health hired Resource Development Associates to review the SMMC's IMP.

The health planner review process for SMMC included two hearings at the Health Commission – one on October 6, 2009 and the other on November 17, 2009. The final health planner report was accepted as complete by the Department of Public Health on November 17, 2009 (see Attachment B). Following the acceptance of the Resource Development Associates' Report by the Department of Public Health, the

Health Commission accepted the SMMC IMP on November 17, 2009 (see Attachment C - Health Commission Meeting Minutes, item #5). There were no public comments or concerns expressed at either hearing.

SMMC has made multiple efforts to outreach to its neighbors by electronic mails and telephone calls with regard to its IMP. SMMC has met with 3 individuals who were supportive of SMMC and its IMP. There were no concerns expressed about the IMP.

## **BACKGROUND INFORMATION ON SMMC'S INSTITUTIONAL MASTER PLAN**

In 1987, St. Mary's Medical Center filed an Institutional Master Plan Update with the Planning Department.

The 1987 IMP described the following development projects:

- *Phase 1 – Completed*

Proposed construction of three floors of medical office space and clinics and six floors of parking at the corner of Fulton and Shrader Streets. This project was completed in 1992 and is now referred to as the Mercy Professional Building located at One Shrader Street. In 1994, the 2,000 gross square feet (gsf) Magnetic Resonance Imaging addition was also completed.

- *Phase 2 – 1995 Target Start Date (Not Built)*

Proposed expansion of the existing hospital at 450 Stanyan Street by 100,214 gsf and parking for 230 cars. It also proposed the demolition of the McAuley Institute at 2200 Hayes Street and the development of two 12,000 square-foot (sf) exterior terraces.

- *Phase 3 – 1997 Target Start Date (Not Built)*

This phase proposed constructing a replacement facility on the site of St. Mary's Hall at 2255 Hayes Street with 65,600 gsf of built area that would include 2 levels of parking and 4 levels of occupied space.

- *Ongoing/Anticipated Projects*

The 1987 IMP anticipated two subsequent phases of development that have not been constructed, although they still represent the most likely long-range development plan for SMMC.

## **INFORMATION IN SMMC'S 2009 INSTITUTIONAL MASTER PLAN**

Found 152 years ago by the Sisters of Mercy, St. Mary's Medical Center has cared for patients and their families, regardless of their ability to pay. SMMC remains committed to its mission to deliver, high-quality, affordable health services in a compassionate environment that is attuned to every patient's physical, emotional, and spiritual needs.

In 1986, SMMC affiliated with Catholic Healthcare West (CHW), a system of 42 hospitals in California, Arizona and Nevada. CHW, headquartered in San Francisco, is a national leader in non-profit health care.

St. Mary's Medical Center is a general acute care hospital comprised of 300 licensed intensive care and medical/surgical, 35 acute adolescent psychiatric, 36 rehabilitation, and 32 skilled nursing for a total of 403 licensed beds. SMMC has one designated critical care unit. It also offers inpatient care, outpatient clinical services for primary and specialty care, diagnostic services, and emergency care. Key services include orthopedics/surgical, cardiac/vascular and oncology.

St. Mary's Medical Center's Mission Statement is:

Commitment to furthering the healing ministry of Jesus with dedicated resources to:

- Delivering compassionate, high-quality, affordable health services;
- Serving and advocating for our sisters and brothers who are poor and disenfranchised; and
- Partnering with others in the community to improve the quality of life.

St. Mary's Medical Center is located in the Haight-Ashbury neighborhood north of the Panhandle with the primary facilities situated on a single campus bounded by Fulton, Stanyan, Fell and Shrader Streets. Golden Gate Park is situated directly to the west of SMMC with residential properties situated to the north, east and south of the property. The University of San Francisco and St. Ignatius Church are located immediately northeast of SMMC.

In Fiscal Year 2008 (from 7/1/07 to 6/30/08), SMMC had 7,066 inpatient admissions and 133,258 outpatient visits, 556 physicians, 1193 employees, 50% of whom are San Francisco residents, and 256 volunteers. SMMC served a total of 40,951 patients in Fiscal Year 2008, of which 72 percent were residents of San Francisco.

SMMC has 14 functioning surgical suites and performed approximately 6,300 inpatient and outpatient surgeries in Fiscal Year 2008. A wide variety of surgeries were performed, including hand surgery, orthopedic surgery, plastic and reconstructive surgery, eye surgery, ear, nose and throat surgery, neurosurgery, and vascular and thoracic surgery.

The hospital offers a range of progress that ensures the well being of the community including resident training progress for internal medicine, orthopedics, and podiatry.

Today, SMMC exists essentially as it did at the completion of the Phase 1 Development proposed in the 1987 IMP and conditional use authorization.

The SMMC Campus is comprised of six buildings containing a total of approximately 636,100 gsf, excluding the leased Adult Day Health Center in the Excelsior District. Facilities at SMMC accommodate a variety of functional needs that include inpatient beds, inpatient and outpatient diagnostic and treatment spaces, outpatient clinics, medical and administrative office space and facility support spaces. The campus also includes parking provided in both garages and surface lots for a total of 714 cars and includes approximately 37,400 square feet of open space.

Since the 1987 IMP, additions to SMMC have been limited to the Mercy Professional Building built in 1992 located at One Shrader Street (Phase 1 of 1987 IMP) and the MRI.

The CHW system and SMMC continue to evaluate and prioritize the physical and operational needs of the institution and the system as a whole. SMMC is currently in the process of evaluating its response to the seismic compliance requirements of Senate Bill 1953 and will continue to evaluate ongoing operational and infrastructure needs for the facility in conjunction with any recommendations resulting from that analysis. As a result, SMMC recognizes the need for flexibility in future planning and the potential IMP updates that may result.

The development plans for SMMC have been categorized into 5-year and 10-year and longer horizons as discussed below. The projects anticipated for the 5-year horizon consist of interior renovations of existing programs and do not involve any new development. They will occupy space within the existing facilities and will not result in any substantive change to the intensity or use of the facilities.

SMMC's 10-year and longer plan continues to anticipate the potential need for replacement of specific facilities to accommodate outpatient program needs and the potential to expand or replace specific hospital functions. Both of these needs were identified in the prior IMP as indicated above.

**SHORT RANGE DEVELOPMENT PLANS – 5-YEAR HORIZON:**

**Cancer Services Renovation at 2250 Hayes Street:** This project will renovate the existing radiation oncology space to accommodate state-of-the-art equipment for planning and treatment of cancer patients. The project will also improve the shielding of the existing treatment vault by adding high density concrete at the primary beam locations. The physical therapy area will be renovated to allow relocation of the cancer treatment infusion services from level 2 of the hospital (non-cancer treatment infusion services will remain in the hospital). This will allow consolidation of the cancer treatments provided at SMMC into a shared location that will improve patient satisfaction, outcomes and operational efficiencies. This project is currently in review at the Department of Building Inspection and is anticipated to be completed by the end of 2010. It will not increase the gross square footage at SMMC; but rather, it involves renovation of approximately 14,000 square feet of existing space.

**Vascular Suite Renovation in the Hospital at 450 Stanyan Street:** This project is intended to renovate approximately 800 square feet of the current space located on Level C of the hospital to provide an updated treatment room and support space for the program. This project is anticipated to be complete by 2012. Similar to the Cancer Services Renovation, this project does not represent a significant intensification or change of use, nor will it increase the square footage on the campus.

**LONG RANGE DEVELOPMENT PLANS – 10-YEAR AND LONGER:**

The 1987 IMP included plans for phased development of the SMMC campus. This phased development included the following scope of work:

- Expansion of the hospital into the center of the site to accommodate additional parking and square footage for patient care services;
- Demolition of the McAuley Behavior Health Institute;
- Replacement of St. Mary's Hall and/or Sr. Mary Philippa Clinic with facilities of comparable size and parking capacities.

According to SMMC, the proposed scope and timing of these projects are still undetermined; however, these projects are identified as the most likely long term priority for the site.

## **SMMC'S ROLE IN SAN FRANCISCO HEALTH CARE DELIVERY**

SMMC recognizes that the cost of health care is not always within one's ability to pay. For individuals who must seek medical care, SMMC implements a generous financial aid program for the uninsured, under-insured, and those ineligible for government insurance, such as MediCare or MediCal.

In Fiscal Year 2008, SMMC provided \$5 million in charity care and \$41 million in community benefit programs. SMMC is one of the largest providers of free medical care to the needy in San Francisco, and their community benefit services are directed to improve one's health status at the point of prevention or the earliest stages of illness.

The Sister Mary Philippa Clinic is a centerpiece of SMMC's care for the needy. For over 85 years, the clinic has been the most comprehensive and largest free private clinic in San Francisco. It has 2,669 patients, provides over 29,000 outpatient visits, and serves 890 patients with neither government nor private insurance.

Community benefit programs include health fairs, senior meals, HIV/AIDS services, diabetes classes, palliative care, adult day health care, and additional services that seek to improve residents' health status. The HIV/AIDS program provides primary care with medical, psychological, and social services, and is the largest clinic outside of the public health department. For nearly 25 years, the Adult Day Health Center has served participants who are low-income, frail, elderly and disabled. It ensures that 59 people have the capacity for self-care at home, and postpones or eliminates their placement into a nursing home or residential care facility.

The Sister Mary Philippa Clinic is a significant provider in the Healthy San Francisco Universal Health Care program. As of May 2009, the hospital provided primary and specialty care for 906 Healthy SF patients. The annual cost for treating these patients is approximately \$1.4 million. The majority of these are not new patients to SMMC, but were longtime Clinic patients who recently enrolled in the Healthy SF program.

Inpatient care remains a primary delivery area for SMMC; the hospital has established a plan of use to meet the demands of a changing medical landscape.

When compared to hospitals citywide, SMMC is one of six facilities that provides acute psychiatric services, and is the only facility to accept acute adolescent psychiatric admissions. On average, the occupancy rate of licensed acute adolescent psychiatric beds at SMMC has been between 20 and 30 percent. SMMC also provides a significant volume of outpatient adolescent psychiatric services, including a day treatment program. Like general medicine, the psychiatric field is increasingly oriented around outpatient treatment, reserving inpatient services for the most chronic episodes.

In terms of the larger San Francisco health care system, skilled nursing is another SMMC's strength; it is one of five facilities citywide with licensed skilled nursing beds.

SMMC contains 12 emergency medical treatment stations that received over 18,000 unique patients in 2008.

Among all of the patients that arrived at SMMC emergency services, only a fraction (0.1%) left the facilities without receiving treatment. This compares favorably with some of San Francisco's larger hospitals, where logistical inefficiencies can lead to patients leaving without needed services.

When considering age demographics, also taken from OSHPD, SMMC serves a significantly older demography than the citywide average. Over 30 percent of patients discharged from SMMC in 2008 were older than 80 years; the second largest age cohort, patients 70-79, accounted for nearly 20 percent of SMMC's 2008 services.

On average, admitted patients at SMMC were significantly more likely to utilize MediCare coverage than admitted patients citywide.

## **HOSPITAL CAMPUSES**

SMMC operates two locations within the City and County of San Francisco. The primary location for providing services is at the site located at the eastern edge of Golden Gate Park, north of the Panhandle. This Campus includes the following facilities:

**1) St. Mary's Hospital, at 450 Stanyan Street**, serves as the primary location for inpatient acute care services as well as a variety of inpatient and outpatient diagnostic and treatment services.

**2) McAuley Behavioral Health Institute, at 2200 Hayes Street**, accommodates the adolescent psychiatric program including inpatient beds and other spaces supporting the program.

**3) Medical Professional Building, at 2250 Hayes Street**, accommodates clinics and medical offices. The sixth floor of this facility also provides space for SMMC's Chapel.

**4) Sister Mary Philippa Clinic, at 2235 Hayes Street**, contains two floors of clinic space and four levels of parking for 134 cars.

**5) St. Mary's Hall, at 2255 Hayes Street**, was formerly the institution's School of Nursing and dormitory. Since the 1960's, it has accommodated a variety of administrative and clinic space for the institution.

**6) Mercy Professional Building, at One Shrader**, provides space for outpatient clinics, medical offices, and employee and visitor parking for 361 cars.

**7) Adult Day Health Center, at 35 Onondaga Avenue**, SMMC leases approximately 6,000 square feet at this site in the Excelsior District where it operates an adult day health center.

## IMP SUMMARY

SMMC's IMP has been reviewed by the Planning Department for completeness in accordance with Planning Code Section 304.5. The Planning Department believes that the IMP contains all required information, including:

- The nature of the institution;
- Its history of growth;
- Physical changes in the neighborhood which can be identified as having occurred as a result of such growth;
- The services provided and service population;
- Employment characteristics;
- The institution's affirmative action program;
- All owned or leased properties throughout the City and County of San Francisco;
- The present physical plant of the institution; including:
  - The location and bulk of buildings
  - Land uses on adjacent properties
  - Traffic circulation patterns, and
  - Parking in and around the institution.

The IMP addresses the development plans for SMMC over the next 10 years.

## ENVIRONMENTAL REVIEW

Institutional Master Plans are non-action items, and as such, do not require CEQA (California Environmental Quality Act) review.

## IMP HEARING NOTIFICATION

TYPE	REQUIRED PERIOD	REQUIRED NOTICE DATE	ACTUAL NOTICE DATE	ACTUAL PERIOD
Classified News Ad	20 days	February 5, 2010	February 4, 2010	21 days
Posted Notice	20 days	February 5, 2010	February 4, 2010	21 days
Mailed Notice	20 days	February 5, 2010	February 4, 2010	21 days

## SUMMARY OF ISSUES IDENTIFIED THROUGH PUBLIC HEARINGS

As noted earlier in this report, the Department of Public Health has conducted two hearings regarding SMMC's IMP. There were no public comments or concerns expressed at either hearing.

## REQUIRED COMMISSION ACTION

No formal Planning Commission action is required, and the Commission's acceptance of the IMP by closing the public hearing does not indicate approval of any project. It merely acknowledges that the IMP contains the required items and that there has been a public hearing.

The Planning Department finds the document to be a complete IMP relative to the Planning Code Requirements outlined in Section 304.5(c), in which the specific required contents of the report are outlined.

The Planning Department's finding simply indicates that the submitted IMP adequately addresses all of the required relevant items outlined in the Planning Code, and does not constitute approval or support of the proposed projects.

By holding a public hearing in order to receive public testimony, the Planning Commission has fulfilled the requirements of Planning Code Section 304.5. This hearing is for receipt of and public comment on SMMC's IMP. Pursuant to Planning Code Sec. 304.5(d), "the public hearing conducted by the Planning Commission on any institutional master plan, or revisions thereto, shall be for the receipt of public testimony only". Additionally, pursuant to Planning Code Section 304.5(h), "no hearing shall be held...by the Commission on any such application for a new conditional use until three months shall have elapsed after the date on which the public hearing is closed and the IMP, is accepted."

The IMP is the project sponsor's current proposal for future development; it is their best estimate as to their desired size, location, and program of their facilities. The Planning Commission can express concerns about certain aspects of the plan in hopes that the project sponsor will respond to those concerns during the entitlement process. All projects outlined in the IMP will be analyzed in depth when they are submitted to the City for review.

#### **BASIS FOR RECOMMENDATION**

Staff believes that this IMP meets the requirements of Planning Code Section 304.5.

<b>RECOMMENDATION:</b> <b>No action required. This is an informational item only.</b>
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#### **Attachments:**

- A - SMMC Institutional Master Plan
- B - Resource Development Associates' Report
- C - Health Commission Meeting Minutes



Attachment Checklist

- Executive Summary
- SMMC's Institutional Master Plan
- Resource Development  
Associates' Report
- Health Commission Meeting  
Minutes

Exhibits above marked with an "X" are included in this packet

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Planner's Initials

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