

# UCSF Sustainability Baseline Assessment: Organizational Structure Evaluation

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## ORGANIZATIONAL STRUCTURE

This chapter assesses the organizational structure that is currently in place to guide and implement sustainability initiatives at UCSF. The primary intent is to outline the degree to which the current UCSF organizational structure is effective in:

- Establishing organization-wide sustainability goals
- Assigning responsibility for developing work plans to achieve the sustainability goals
- Tracking progress toward the goals
- Measuring the results of various initiatives and practice changes
- Enabling effective communication and feedback among UCSF departments and between the campus and medical center
- Achieving compliance with UC Office of the President Policy on Sustainable Practices

The conceptual framework used for this evaluation is the Congruence Model of organizational effectiveness. The Congruence Model, which addresses issues universal to most organizations, focuses on how an organization's character and structure shapes its actions and behavior. The goal of the Congruence Model is to determine how to create the most effective fit between an organization's stated goals and actual outcomes.

Organizational change or transition is typically uncomfortable and disruptive. The transition to institution-wide sustainable practices is no exception. Establishing an effective organizational structure can reduce, but not eliminate, internal conflict and frustration related to the change process. Establishing the needed structure, mechanisms, and resources is essential to the success and long-term resilience of the sustainability effort at UCSF.

### UCSF Background

UCSF, with its unique combination of the campus and medical center functions, is a highly complex organization both structurally and behaviorally. Structurally the organization has two entities, the campus and the medical center, which operate autonomously in many areas, such as management, operations, and policy setting. Individual departments and divisions within each organization perform a vast diversity of functions from procurement, to building operations, to regulatory compliance.

At the same time, the campus and medical center share facilities, infrastructure, and resources. In some instances, such as transportation, services are shared between campus and medical center.

From a behavioral perspective, the medical center and the campus pursue related but ultimately divergent primary missions (e.g. provision of medical services vs. medical research and education). This variance in core mission makes it challenging to identify one common theme or organizing principle that addresses both the campus and the medical center. In addition, the medical center, which often needs to address critical and urgent health-related concerns, operates on a very different time frame than the lecture, lab, and research activities associated with the campus. Adding to this divergent situation is the difference in revenue sources for each of the entities. The campus generates its funds through student fees and state subsidies. Research conducted through the medical school is typically funded by grants, usually for specific research projects. In contrast, patient fees for services provided are the main source of income for the medical center. The result of having these disparate funding sources is that the sustainability measures need to be justified from multiple perspectives. Increased value to students or researchers from the campus standpoint and increased value to patients (or patient outcomes) from a medical center perspective.

This organizational complexity poses significant challenges related both to determining what the UCSF-wide sustainability priorities should be and how to implement them. The emphasis to date from both the campus and medical center has been compliance with the UCOP Sustainability Policy, an external driver of the sustainability discussion. For sustainability to become a fundamental component of UCSF's character, a core value and standard business practice, a combination of leadership and clarity regarding performance criteria, lines of communication and reporting requirements will be required.

The objective of this chapter is to identify whether sustainability can be achieved at UCSF under the current sustainability organizational structure or if structural or procedural changes are needed.

### Existing Organization of Sustainability Effort

The drivers of change toward sustainability at UCSF over the past ten years have been a combination of internal and external forces. In the mid-2000s, an internal, grass roots movement emerged to promote sustainable or green practices. Various staff members expressed interest in energy efficiency, water conservation, waste reduction, and green buildings, and for several years a volunteer "green group" met informally. Many of these early efforts were focused on those aspects of UCSF that had existing full-time staff support, such as waste management/diversion, transportation, and energy use. Without formal standing or guidance via the Chancellor's Office, the effectiveness of these efforts and institutional follow-through was varied and ultimately limited. Nonetheless, the spirit of these early efforts remains an important part of the history of sustainability within the organization, and many of the individuals active in the grassroots efforts are still involved.

The establishment of the UCOP Policy on Sustainable Practices (UCOP Policy) in 2003 was a strong external impetus for UCSF to establish a more formal, comprehensive, and officially recognized structure for addressing sustainability. Implementing this policy at UCSF has some unique challenges, as the UCOP policy specifically excludes aspects of the medical center (acute care) from the Green Building and Sustainable Operations portions of the UCOP Policy. As health care is arguably the core mission of the organization, there is an internal need to assess how the acute care element of the medical center can be included in the overall sustainability effort.

The initial response at UCSF to the UCOP Policy was to establish a Sustainability Steering Committee (SSC). The SSC is charged with examining UCSF's effect on the environment from a comprehensive perspective; evaluate existing UCSF policies, procedures, and/or programs that affect the environment; and to serve as a coordinating body for groups or individuals concerned with sustainability issues at UCSF.

Supporting the SSC are eleven topic-specific Work Groups. The purpose of the working groups is to facilitate compliance both with UCOP policy and with UCSF-specific sustainability goals, develop proposals for programs and initiatives, establish implementation mechanisms, determine budget needs, and track progress. Eight of the Work Groups are directly aligned with UCOP policy while three additional work groups (Budget, Education & Communication, and Health Care) are unique to UCSF. Each of the eleven workgroups is co-chaired by one campus and one medical center representative.

To date the Working Groups have met, established internal goals, and produced one annual report. A greenhouse gas inventory and draft climate action plan, which includes information from many of the working groups, has also been produced and submitted for third party verification.

Chancellor Bishop created the Chancellor's Advisory Committee on Sustainability (CACS) in 2008. The role of the CACS is to oversee and provide guidance to the SSC on how to apply and comply with the UCOP

Sustainability Guidelines from a UCSF-wide perspective via the Chancellor and Vice Chancellor, recommend changes that will increase sustainability at UCSF and, identify which UCSF departments and staff members would be responsible for implementing and achieving compliance with the UCOP policy.

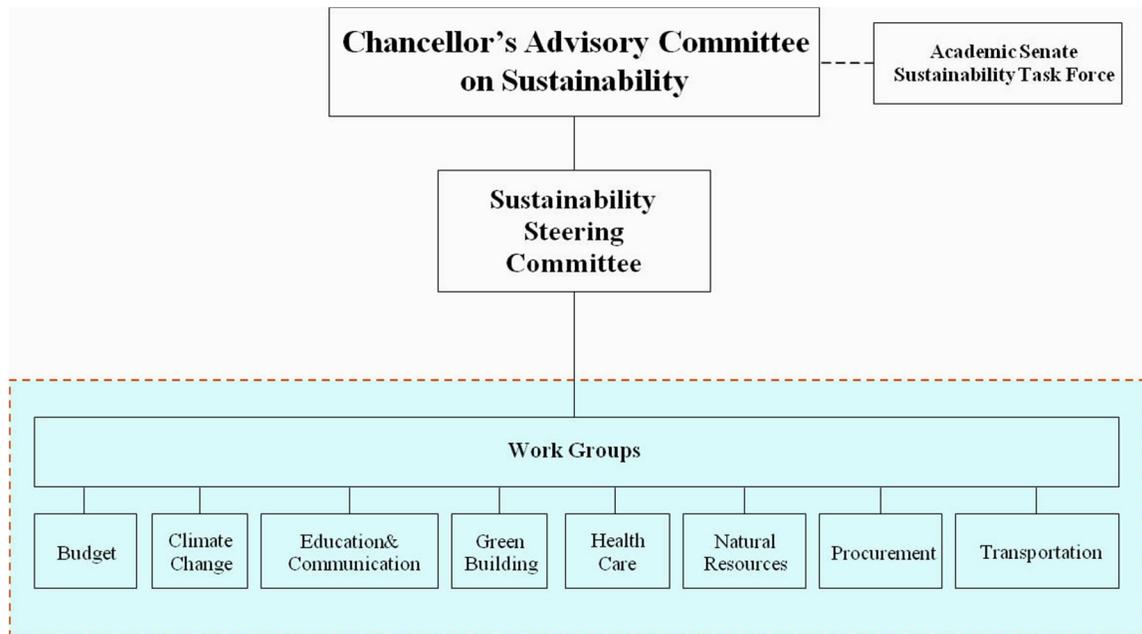


Figure 1: UCSF Sustainability Organization Chart

The structure set in place by the Chancellor's Office and the organization of the work groups shows an awareness of many of the challenging and unique factors of UCSF described above, most notably the historic separation of the campus and the medical center. This issue is addressed by 1) the decision to have the CACS consist of campus and medical center representatives with the goal of identifying common initiatives and 2) to have each working group co-chaired by a campus and medical center representative.

Even with these structures in place, the historic division between the campus and the medical center poses one of the most significant challenges in shaping and implementing a cohesive sustainability effort that not just achieves compliance with UCOP Policy but also demonstrates the leadership and innovation that is a core component of the UCSF character.

In addition to the work done to date by the CACS to effectively implement sustainability at UCSF, the Academic Senate convened a Sustainability Task Force in 2007. Starting in February 2008 the Task Force met seven times to discuss faculty recommendations to improve environmental sustainability at UCSF, with the following set of final recommendations submitted to the CACS in January 2009:

1. Create a sufficiently funded central Sustainability Office and website to propose, support, track and publicize sustainability efforts at UCSF.
2. Encourage campus leadership to *shift the culture at UCSF toward sustainability*, including development of a brief, web-based educational module that covers behaviors to improve sustainability practices at UCSF.
3. Support faculty efforts to improve sustainability in all their individual activities, including an Academic Senate policy to encourage faculty to reduce business travel.

4. Encourage and support innovations to improve sustainability in all buildings and facilities occupied by UCSF personnel, such as UCSF Medical Center, SFGH and leased space.
5. Support the inclusion of sustainability in the curriculum at UCSF.

### Analyzing Organizational Effectiveness with the Congruence Model

The Congruence Model is a systems-based analytical tool for analyzing organizational effectiveness. It was initially developed in the 1970s by Columbia University professors David Nadler and Michael Tushman, building their on earlier research into the nature and qualities of organizations. The ultimate purpose of the congruence model is to identify how to create and perpetuate behaviors that best support an organization's efforts to meet its stated goals.

The congruence model views organizations as being made up of components that exist in relative states of balance, consistency, or "fit" with each other. If the different parts of an organization fit well together, the organization functions effectively. If the fit is poor there can be problems, dysfunctions, or performance below potential. Organizations are influenced by various *inputs* and by the identification of desired *outputs*. To maintain or improve fit over the long term requires an organizational structure that enables useful and ongoing feedback between the inputs, the stated outputs, and what the organization is actually producing.

#### *Inputs*

In assessing an organization, the following three inputs are considered:

- **Environment:** The environment an organization operates in includes other organizations; social and economic forces; suppliers; governmental and regulatory bodies; technological economic, and social conditions; labor unions; competitors; financial institutions, and special-interest groups. In the context of UCSF, the key environmental inputs are: state and local regulatory requirements affecting building design, hospital operation, and facility operations; the UC Office of the President (UCOP) through the Sustainability Policy; the City of San Francisco in terms of local ordinances for items such as composting and general good-neighbor expectations; the relative engagement in sustainability efforts by other UCs, and UC medical centers, and peer institutions; student and patient expectations regarding environmental practices; acceptable costs for medical services, and, the location of the institution in several non-contiguous neighborhoods with different land use, transit, and built form characteristics,
- **Resources:** Employees, technology, the organization's reputation, and its internal organizational climate represent both assets and constraints from a resource perspective. UCSF Resources include the campus and medical center buildings, the intellectual capacity and contributions of students, researchers, professors, medical professionals, and administrators, and access to financing.
- **History:** It is important to understand the crucial developments that shaped it over time—the strategic decisions, behavior of key leaders, responses to crises, and the evolution of values and beliefs to reasonably predict an organization's capacity to act now or in the future. For UCSF the most significant historical input is the perceived and functional separation of the medical center and campus. Also of importance from a historical perspective is UCSF's flagship status among UC medical centers and an organizational culture of leadership and innovation.

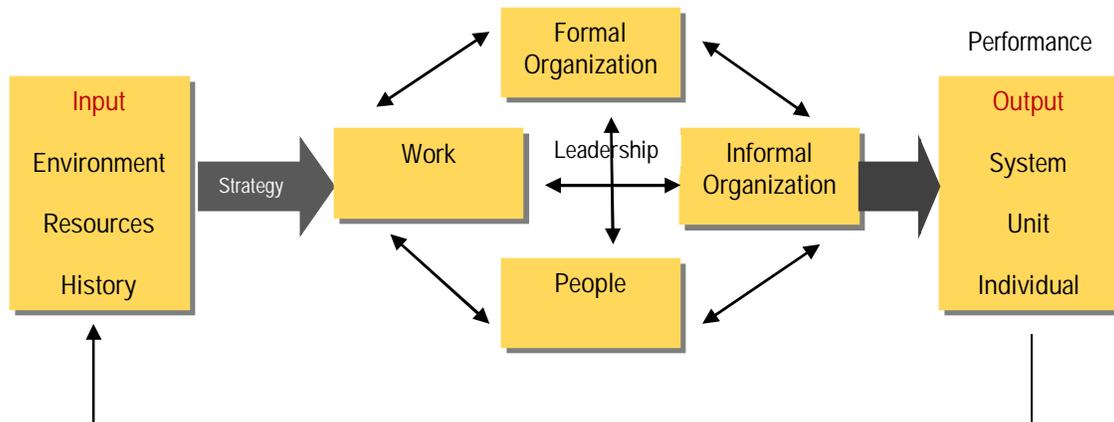


Figure 2: Diagram of the Congruence Model

### Outputs

Outputs are the patterns of activities, behavior, and performance of the organization at the following levels:

- The total system: The output measured in terms of goods and services produced, revenues, profits, shareholder return, job creation, community impact, policy or service outcomes, etc. For UCSF the system outputs are numbers of students that complete the degrees offered by the institution; the quality of research, and the number of patient services provided. One total system output is greenhouse gases as reported in the GHG inventory and climate action plan. While useful from a resource-efficiency perspective, this measure has only an indirect relationship to the core purpose of UCSF as an organization – the provision of health related services.
- Units within the system: The performance and behavior of the various divisions, departments, and teams that make up the organization. The UCOP Policy is focused on this level of output, e.g. waste diversion, energy savings, and vehicle trip reduction, through the various departments vs. looking at the total system. For UCSF, the performance metrics of the various departments varies widely, from the number of people served by transportation services to number of meals served at the various food facilities. Aligning sustainability with the performance measures of the many UCSF operational entities will be essential for the long-term successful implementation of sustainability.
- Individuals: The behavior, activities, and performance of the people within the organization. Individual behavior and performance related to the UCOP policy is currently not formalized as an output of the sustainability effort. For UCSF, the objective is to make sustainability a core component of the organization's character so that acting or working in a way that supports the sustainability efforts becomes common practice.

### Review of Organizational Components

Once the above inputs and outputs have been reviewed to understand the unique qualities of the organization, the congruence model then assesses four components of the organization to determine the degree of alignment or fit between the vision the organization has established and its on-the-ground behavior. These four components are:

- Tasks, or the policies, programs, and procedures that determine what gets done on a day-to-day basis;
- The formal structure, such as committees, task forces, and working groups;

- The informal structure, or how people navigate through an organization to complete tasks;
- Individuals, are the correct people in the necessary positions and do they have needed skills and resources?

### Assessment of Existing UCSF Organizational Structure

#### *Positive Aspects of Existing Structure*

The UCOP policy provides a formal structure for defining and managing sustainability but does not identify details for specific campuses within the UC system. This creates the need and opportunity for UCSF to identify what aspects of the UCOP require customization relative to the unique history, environment, resources, and desired outputs of the organization. Through the creation of the CACS, SSC and Work Groups, a formal structure is in place to support sustainability and UCOP compliance. This top-level support enables the organization to build upon the early informal grassroots efforts of the green group. Most of the Work Groups have a clear correlation to the UCOP policy and several of the Work Group efforts are in close alignment with existing organizational practices at the campus or medical center. Examples include transportation, waste management, and energy procurement.

This formal structure creates multiple forums for collaboration and feedback between campus and medical center, thus addressing the most significant issue regarding the organization's history. Preparation of the annual report facilitates this collaboration and enables feedback within the organization both informally (by sharing the report among the Work Groups) and formally through the CACS.

#### *Challenges of Existing Structure*

The Health Care, Budget, and Communications Work Groups address issues that are not explicitly included in the scope of the UCOP policy and have thus been tasked with shaping their goals based on needs specific to UCSF. To date, the process of defining goals and targets for these work groups appears to have been ad hoc, informal, and with limited guidance. In several instances, members of these working groups expressed a need for guidance about how to best define their vision, scope, and priorities, and to clarify expectations. Direction from CACS could assist those work groups that do not have natural alignment with UCOP to clarify goals and expectations. Work Groups that are not linked to existing departments or work efforts also appear to lack sufficient resources for research, program implementation, or tracking.

The second significant challenge is the co-chair structure of work groups. While encouraging campus-med center collaboration, this structure has, in several instances, led to inaction, as leadership and responsibility is unclear. Several groups stated that they had not met frequently because of confusion regarding who should set the meetings, prepare the agenda, and take responsibility for follow through. This condition was compounded for those working groups that do not have direction from UCOP (Health Care) or that do not have members that are full time staff with topic specific expertise and implementation experience.

Finally, the lack of overall campus sustainability plan, with specific tasks and quantified targets, to track progress against is a significant challenge. Currently the UCOP Sustainability Policy serves as a proxy for a UCSF specific plan. A more defined plan that addresses both the UCOP requirements and UCSF-specific issues would greatly facilitate implementation of sustainability.

### Other UC Structures

Other UC campuses with associated medical centers have experienced structural and operational challenges similar to those of UCSF, as a result of divergent functions and policy requirements. The majority of the efforts to address these challenges have focused on the formal structure used to implement sustainability at the individual campuses. Some common aspects are the decision to place responsibility for the sustainability efforts at a high level within the leadership of the overall campus, typically at the Vice Chancellor level,

The UC Irvine medical center, in an effort to meet the most recent UCOP policy requirements, independently developed a feasibility study on how to meet sustainability thresholds on waste management. Meeting the policy requirements around energy reduction, however, has been a point of collaboration between the campus and the medical center. Campus facility staff and medical center staff work together to increase sustainability on issues that directly relate to both entities, such as low carbon energy infrastructure and energy efficiency. This position is lead by the Senior Director of Planning and Administration at the medical center.

Similarly, the UC Los Angeles medical center operates separately from the Campus Sustainability Committee. At present, no representative from the medical center sits on the Campus Sustainability Committee; however the medical center has developed their own Facility Management Committee focused on sustainability. This organization deals with waste management and purchasing issues. The university as a whole is in the process of determining if the medical center's independent committee is sufficient or if a representative from the medical center should sit on the Campus Sustainability Committee.

In the case of UC San Diego, the medical center operates separately; however a university wide effort known as Sustainability 2.0 has been develop as an umbrella organization to encompass all sustainability efforts across the various Vice Chancellors offices. Although, the majority of the sustainability efforts are housed under the Vice Chancellor of Resource Management & Planning, Sustainability 2.0 creates an opportunity for the medical center to meet necessary policy requirements through a variety of campus committees, advisory committees, working groups and student run sustainability programs.

Similarly, UC Davis houses their sustainability efforts under one office, which oversees most other university functions. This office is lead by the Assistant Vice Chancellor for Environmental Stewardship and Sustainability. The medical center operates separately in many respects, but collaborates on campus sustainability through the Medical Center Campus Long Range Plan. The Long Range Plan complies with the UCOP policy and the University's Climate Action Plan and involves both the Vice Chancellor/Dean of the School of Medicine and the Assistant Vice Chancellor for Environmental Stewardship and Sustainability. The Long Range Plan also adheres to smart growth development standards referenced in the General Plan of Sacramento, where most of the medical center is located.

### Overall Congruence Issues

The following is an overview of the most significant congruence issues impacting UCSF's ability to define, track, and accomplish its sustainability goals:

- **Tasks.** Many tasks intrinsic to UCSF operations also support the sustainability effort. This simplifies the determination of what specific tasks need to be accomplished to comply with the UCOP policy. For those aspects of sustainability at UCSF that are not specifically addressed by the UCOP policy, the CACS and SSC will need to clarify specific tasks and expectations.
- **Formal Structure.** The formal structure has, to date, assumed that CACS and SSC were primarily review bodies, vs., direction setting or policy making bodies. As UCOP compliance increases, a formal

structure for refining the UCSF sustainability vision will need to be established. This will require leadership on the part of the CACS and SSC. While the formal structure creates legitimacy for the sustainability effort, some confusion exists regarding expectations of the responsibility and authority of the co-chairs for crafting and implementing initiatives. As a result, issues identified in the Work Groups may stay at the level of discussion and not move towards resolution.

- Informal structure. There are currently a number of existing long-term relationships among staff members or within departments that are used to “get things done” in a direct way, that occur outside of the formal structure. This may be the result of the confusion regarding authority in the formal structure described above. To improve the effectiveness of the formal structure over time, the goal should be to build on and learn from the informal structure vs. eliminating or supplanting it.
- Individuals. The alignment of individuals and the tasks expected is adequate for most of the Work Groups. More definition is needed for the Communications, Budget, and Health Care Work Groups. The individuals assigned to the co-chair positions and to the SSC appear to have the needed expertise and ability to take action. Those departments that have a correlation to the UCOP Policy, the staff members are sufficiently skilled but most experience a shortage of resources that results in the sustainability issues becoming lower priority than more immediate regulatory compliance issues. Filling the Sustainability Manager position at a higher level addresses a key staffing or individual-related issue that has limited the organization in the past.