



Edwin M. Lee, Mayor
Philip A. Ginsburg, General Manager

Date: July 6, 2016

To: Recreation and Park Commission
Capital Committee

Through: Philip A. Ginsburg, General Manager
Dawn Kamalanathan, Director, Capital & Planning Division

From: Janice Lau Perez, Planner, Capital & Planning Division

Subject: 2060 Folsom Street, Evaluation of Shadow on the future 17th and Folsom Park

Agenda Wording

Discussion and possible action by the Recreation and Park Commission to adopt a resolution recommending to the Planning Commission that the net new shadow cast by the proposed project at 2060 Folsom will, or will not, have a significant adverse impact on the use of the future 17th and Folsom park, as required by Planning Code Section 295 (the Sunlight Ordinance).

Strategic Plan

The Recreation and Parks review of the shadow cast by this project supports the following objective in the Strategic Plan:

- Objective 1.2 - Strengthen the quality of existing parks and facilities.

Background – Planning Code Section 295

Planning Code Section 295 was adopted in 1985 in response to voter-approved Proposition K, which required Planning Commission disapproval of any structure greater than 40 feet in height that cast a shadow on property under the jurisdiction of the Recreation and Park Department, unless the Planning Commission found the shadow would not be significant.

In 1989, the Recreation and Park Commission and Planning Commission jointly adopted a memorandum (the “1989 Memo”) which identified quantitative and qualitative criteria for determinations of significant shadows in parks under the jurisdiction of the Recreation and Park Department. (Planning Commission Resolution No. 11595)



The 1989 Memo sets forth qualitative criteria to determine when a shadow would be significant as well as information on how to quantitatively measure shadow impacts. Qualitatively, shadow impacts are evaluated based on the following: 1) existing shadow profiles, 2) times of day, 3) seasons in the year, 4) location of the new shadow, 5) size and duration of new shadows, and 6) the public good served by buildings casting a new shadow. Quantitatively, new shadows are to be measured by the additional annual amount of square foot-hours (sfh) as a percent of TAAS.

Shadow Analyses are based on a June 21st to December 21st solar year to provide a sample of representative sun angles throughout the solar year. Sun angles during the other side of the calendar year mirror the sun angles analyzed so a multiplier was used to put the results into calendar year units. The use of a multiplier does not change the percentages or findings of the report. In accordance with Section 295 and the 1989 Memo, the time of analysis starts one hour after sunrise and concludes one hour before sunset, or the “solar day”.

Background – 17th and Folsom Property

The Project site is located in the Mission District and is almost entirely surrounded by industrial and commercial buildings with some nearby residential buildings. Along Folsom St, 17th St and Shotwell St are single and two-story commercial and warehouse buildings including automotive repair and plumbing shops.

The site was acquired in January 2012 through a property transfer from San Francisco Public Utilities Commission (SFPUC) and previously housed a paid-parking lot and a SFPUC electrical control panel. SFPUC determined that all but a small portion of the land was surplus. They agreed to sell the surplus land to Mayor’s Office of Housing (MOH) and to Recreation and Park Department (RPD). MOH paid \$4 million for 29,075 sf of the surplus land while RPD paid \$2,271,850 to secure approximately 32,000 sf of future park land. Funding for the acquisition and development of the park came from the Eastern Neighborhood Impact Fees Fund, SFPUC funds, a California Department Housing and Community Development Grant, the 2006 Lease Revenue Bond, and Open Space Program funds.

RPD in partnership with SFPUC, SF Planning Department, and SF Department of Public Works solicited and received the community’s input to finalize the design of the future 17th and Folsom Park. After a series of community meetings, the concept design developed with the community was approved by the Recreation and Parks Commission on June 21, 2012.

Project Description

The Project site is located on the north side of 17th Street between Folsom and Shotwell Streets in the Mission neighborhood (Assessor’s Block 3571, Lot 031). See **Attachment A** for Project Location. The Project Sponsors, Chinatown Community Development Center (CCDC) and Mission Economic Development Agency (MEDA), propose to demolish the existing surface parking lot and develop a 85-foot-tall, 7-story building containing 101 units of 100 percent affordable housing. The proposed 126,000 square foot building would include 5,000 square feet for child care, 10,000 square feet for on-site supportive services and 1,000 square feet for a café/retail use. The project

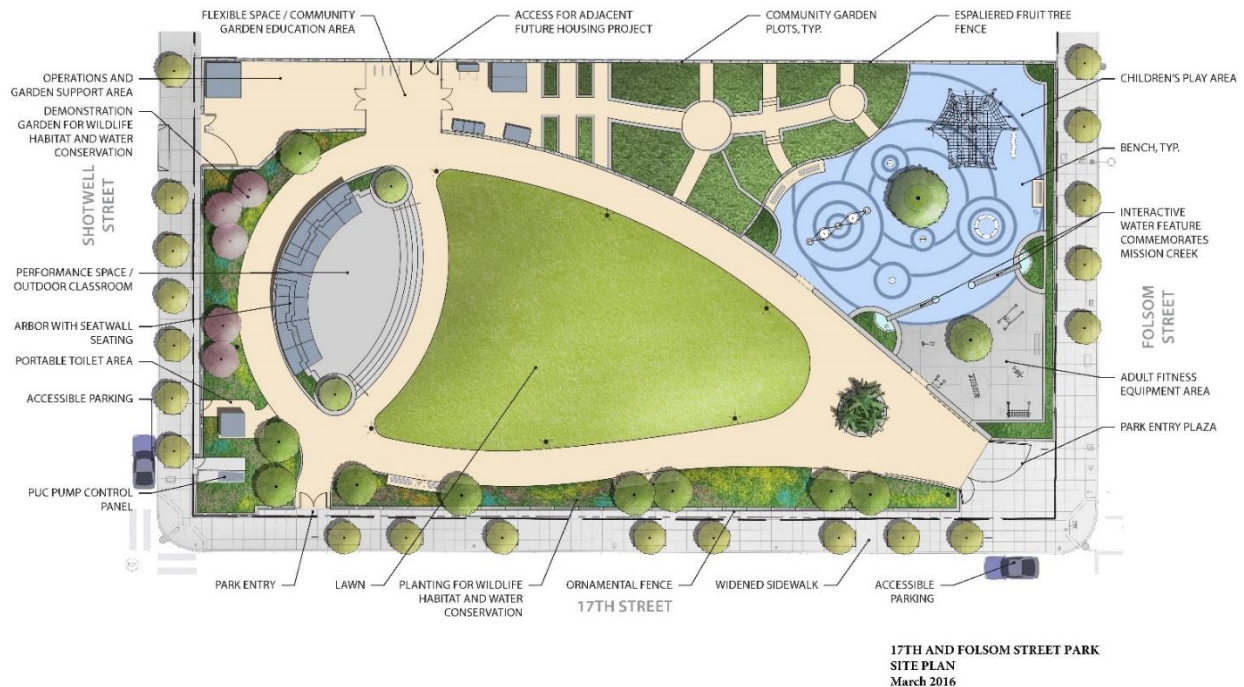
would be oriented towards families with a mixture of 2-bedroom units and 3-bedroom units. See **Attachment B** for Site Renderings and Plan and **Attachment C** for Site Plans and Elevations. The property is currently zoned Public (P) and as part of the project approvals will seek a rezoning to Urban Mixed Use (UMU). The Project Sponsor is targeting an early 2018 construction start date with a 22-month construction schedule in which the anticipated opening will be late 2019.

Park Description

The future 17th and Folsom Park is a public open space under jurisdiction of RPD. It is approximately 32,000 square feet (0.73 acre) urban park located in the Mission District neighborhood of San Francisco on Assessor's Block 3571, Lot 032.

The park is currently under construction; the project broke ground in March 2016 with an anticipated opening in winter of 2017. The park will feature an outdoor performance and classroom space, a lawn, an interactive water feature, adult fitness equipment, a community garden, native landscaping with drought-tolerant shrubs and trees, wildlife habitat and educational gardens, and accessible pathways and lighting. See **Attachment D** for a larger copy of the Final Concept Design.

The park was designed to encourage residents from the proposed 2060 Folsom building to use the space by providing easy access through multiple entry points connecting the building and park as shown in pathways on the north end of the park. The community gardens were also strategically placed at close to the residence to allow ease of access and to encourage usage.



Analysis of Project Impact on the future 17th and Folsom Park

A Shadow Analysis, prepared by CADP and reviewed by the Planning Department, analyzed the potential shadow impacts of the 2060 Folsom Project. The proposed project would add 1,643,441.65 sfh. This is an increase of 1.395% in shadow. See **Attachment E** for CADP's Shadow Analysis.



Shadows on Recreation and Park Department land are measured in square foot hours (sfh) to identify time and shape of the shadow. The future 17th and Folsom Park has 117,774,182.46 sfh of Theoretical Annual Available Sunlight (TAAS). The existing shadow load is 1,706,066.73 sfh annually. This is approximately 1.448% of the total TAAS for 17th and Folsom Park. Existing shadows on the future 17th and Folsom park occur in the early morning from the building along Folsom between 17th and 18th Streets and the late afternoon from the buildings along Shotwell between 17th and 18th Streets. These shadows are limited to the western and eastern edge of the park respectively.

The Shadow Analysis concluded the following findings:

- New shadow would be cast in the summer in the **early mornings** and **evenings** with all shadows gone no later than 8:30am and not returning until 5:15pm and lasting until sunset.
- All new shadows would be cast in the morning from 6:48am to 8:30am and from 5:30pm to sunset from April 5th through September 6th, mostly in the **summer**.
- In the mornings, the shadows are localized to the **northwest corner** of the park in an area designated for the community garden education area, portions of the performance space, outdoor classroom and adjoining arbor, seating wall and pathways.
- In the evenings, the shadows are located in the **northeast corner** of the park in the area designated for the community garden plots, children's play area and adult fitness equipment area.

- The **largest new shadow by area** would also occur on June 21st at 7:36pm. At its maximum, the new shadow area would be 11,114 square feet, covering 34.95% of the park.
- On the **day of maximum shading** (June 21st), the new shadow would begin at 6:48am and last until 8:00am (just under 2 hours) and again from 5:15pm to 7:36pm (2.5 hours). The net new shadow load would be 21,795 sfh.
- The **average shadow** when the park receives new shadow from the project would be approximately 2 hours 37 minutes.

See **Attachment F** for the Maximum Shadow Image.

The future 17th and Folsom park is currently shadowed 1.448% of the time. This project would add an additional 1.395% for a total of 2.844% of shadow. The following table summarizes the quantitative summary of the shadow analysis:

Quantitative Summary of Shadow Findings

TAAS	117,774,182.46 sfh
Existing Shadow	1,706,066.73 sfh (1.448%)
New Shadow	1,643,441.65 sfh (1.395%)
Total Shadow with Proposed Project	3,349,508.38 sfh (2.844%)
Park Size	0.73 acre or 31,798 sf

Project Alternative

Given its location directly adjacent to the future park, a “no new shadow” alternative would be less than a building of 40 feet in height.

Cumulative Shading Analysis

No known projects that may affect the future 17th and Folsom park are in the development pipeline.

Public Benefits

The 2060 Folsom building will provide park users of 17th and Folsom with restroom access. In the time between the park and building opening, portable toilets will be used on the park site until the new housing provides public restroom access.

The Project will provide 101 units of 100% affordable housing. Affordable housing will be provided to families and transition age youth with a mix of incomes below 60% of Area Median Income, including ELI, VLI, and LI. The project will include child care services, on-site supportive services and will include 21 residences for transitional-age youth. The Project will also have on-site cradle-to-college-to-career continuum of services provided by numerous partners. The project will also help advance Mayor Edwin Lee’s Housing Goal of 30,000 units by 2020, especially

new affordable housing for low-income families in the Mission. In addition, the lower level office space of the Project will include office and program space for community-based public services organizations.

The Project Sponsor has also identified opportunities for a community-based art installation along a portion of the Shotwell Street ground floor façade. They are in early discussions with a couple of local art groups that can provide feedback or oversee the process.

Public Comments on Project and Developer Outreach

The Project Sponsor has conducted the following outreach efforts:

- 2060 Folsom Booth at Sunday Streets on October 18, 2015—23 people came to inquire for information.
- Community Meeting on November 16, 2015—Most of the 45 attendees supported the project, but a few people had concerns about parking.
- Community Meeting on April 11, 2016—The project received overall positive support from the 22 attendees. Participants provided their suggestions on programming and beautification of streetscape. Some also expressed their concerns about safety and security of the park and the residential building.
- Project Sponsor has also introduced the Project to neighborhood groups and organizations (approximately 10-15 people attended per group) in June and will continue through July. These groups also provided support to the Project.
- Another community meeting will be held on July 13, 2016.

There is no known opposition to this project.

Environmental Review

On June 10, 2016, the Planning Department determined that this project was exempt from environmental review through a CEQA Infill exemption (Section 15183.3 – Streamlining for Infill Projects). The determination can be found on the Planning Department’s website: <http://sfmea.sfplanning.org/2060%20Folsom%20Street.pdf>.

Staff Recommendation

Making a finding on a shadow impact on a park from a proposed development project is a policy decision for the Commission; as such, staff does not have a recommendation.

Supported By

Supervisor David Campos

Opposed By

None

Attachments:

Attachment A: Project Location Map

Attachment B: Site Renderings

Attachment C: Site Plans and Elevations

Attachment D: Park Diagram

Attachment E: CADP Design Shadow Analysis

Attachment F: Maximum Shadow Image

Attachment G: Draft Resolution