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San Francisco Tall Buildings and Earthquake Safety Implementation Program

Danielle Mieler Office of Resilience and Capital Planning City and County of San Francisco August 20, 2019



San Francisco Office of Resilience and Capital Planning

The mission of the Office of Resilience & Capital Planning (ORCP) is to promote the preservation and long-term sustainability of the City's capital assets and its resilience as a whole no matter the acute shocks and chronic stresses it experiences.

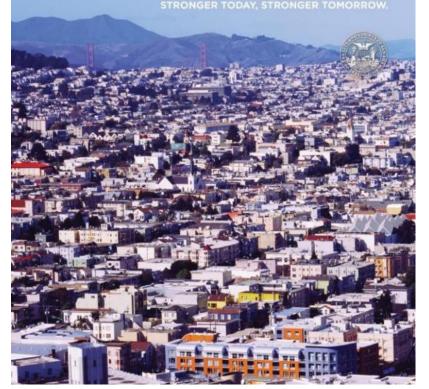






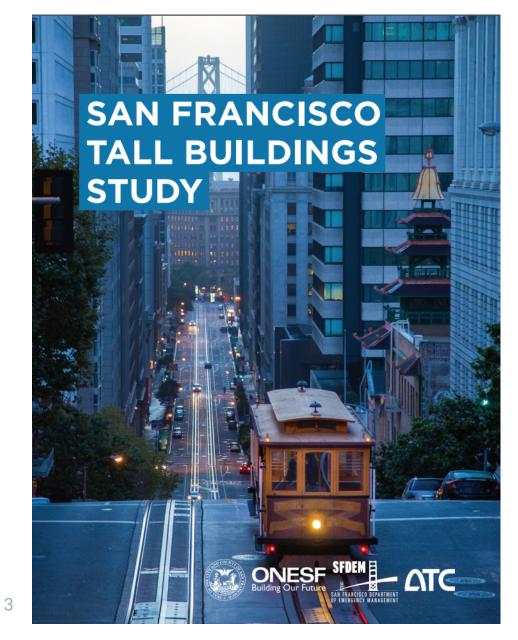
Fiscal Years 2018-2027

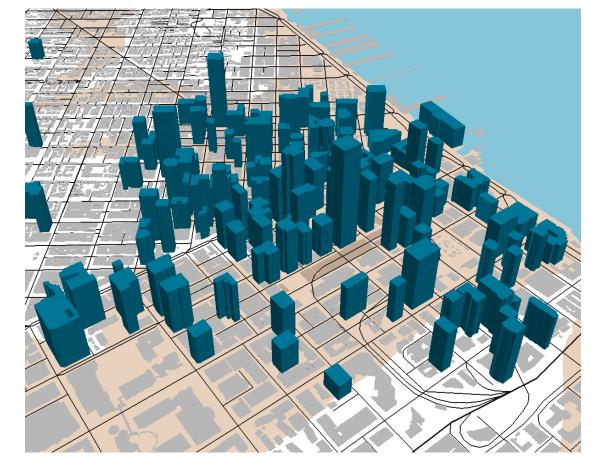






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http://onesanfrancisco.org/resilient-sf

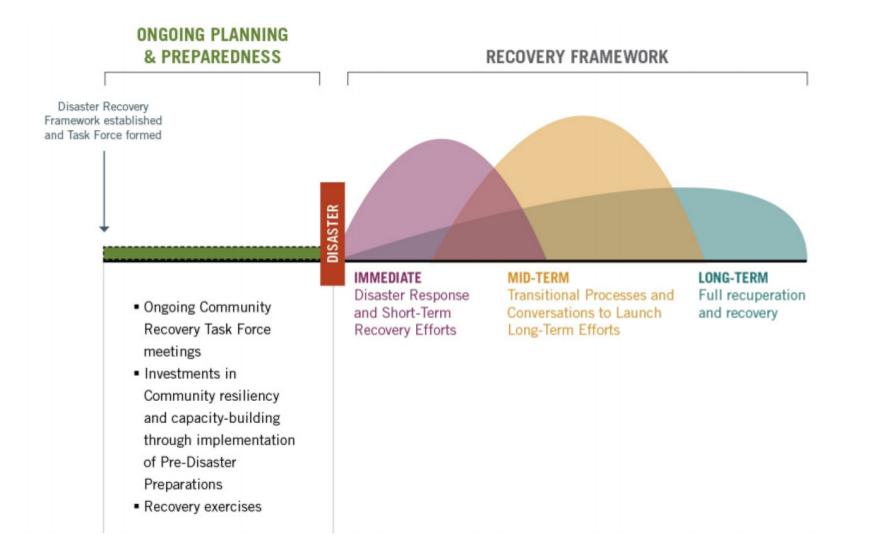


Mayor's Executive Directive 19-01

- Conduct community outreach to inform City stakeholders about the Tall Buildings Safety Strategy.
- ▷ Develop additional regulations to address **geotechnical issues**.
- ▷ Explore adopting **higher seismic design standards**.
- Update the policies and procedures for implementing the State's Safety
 Assessment Program and clarify department roles and responsibilities for post-earthquake emergency response and safety inspection.
- Establish a Disaster Recovery Taskforce that will develop a recovery framework and a comprehensive recovery plan for the Financial District and adjacent neighborhoods.
- Provide information and knowledge sharing with other cities facing similar seismic challenges that are home to tall buildings



Recovery Continuum





Local Disaster Recovery Framework

\triangleright What it is

- Aligned with National Disaster Recovery Framework administered by FEMA
- Guides pre-and post-event recovery activities
- Describes roles, responsibilities, and coordination between City departments, state and federal agencies, community stakeholders
- Organized around Recovery Support Functions (RSFs)

▷ Tasks

- Develop recovery goals, values and benchmarks for recovery
- Develop RSF action plans: scope, desired outcomes, capacity and constraints, pre and post-disaster actions, partners



National Disaster Recovery Framework

Second Edition June 2016



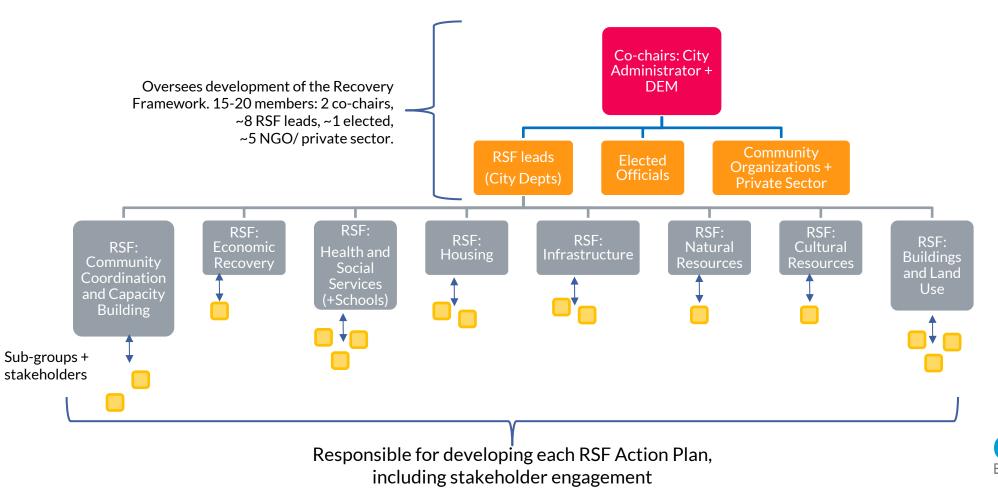


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Disaster Recovery Taskforce

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Potential Structure



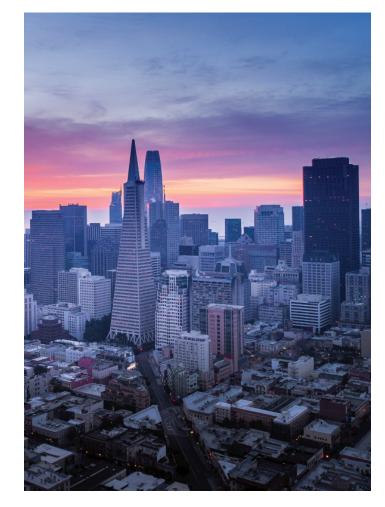
ONESF Building Our Future

Downtown Recovery Plan

Assessment and action plan to speed recovery of downtown

- Downtown-specific vulnerabilities and recovery challenges
- Leverage existing work on reducing damage and speeding recovery from an earthquake
 - Tall Buildings Study recommendations
 - Hazards and Climate Resilience Plan
 - Lifelines Restoration Performance Improvement Project
 - Earthquake Safety Implementation Plan
 - Capital Plan
 - Debris and Emergency Routes Plans

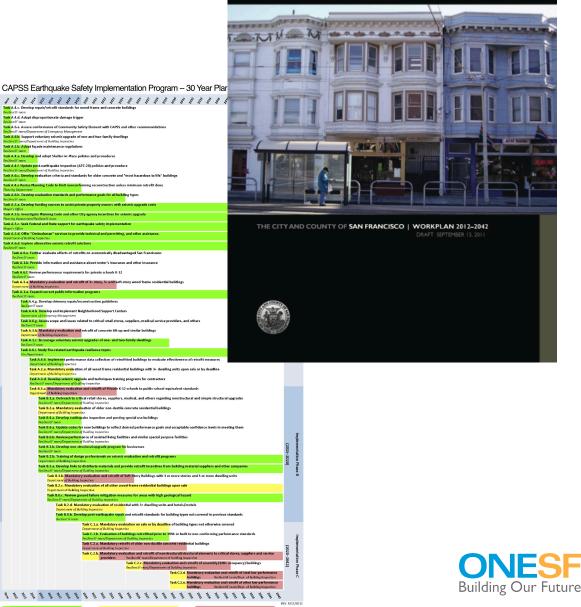
Exercise with Recovery Taskforce





Earthquake Safety Implementation Program

- Populations growth and changing conditions
- 2001 Community Action Plan for Seismic Safety
 - 10 year stakeholder driven consensus process
 - Earthquake Safety Implementation Program
 - Comprehensive plan for all buildings
 - Mandatory evaluation, retrofit
- Feasibility varies for some building subsets
 - Tall buildings
 - Similarly complex or recovery-critical buildings



Earthquake Safety Implementation Program

Mandatory Soft-Story Retrofit Program

- Wood frame residential buildings with 3+ stories, 5+ units, built before 1978
- ▷ Affects ~112,096 residents
- Housing preservation and expansion through additional dwelling units (ADUs)
- ▷ PACE Financing

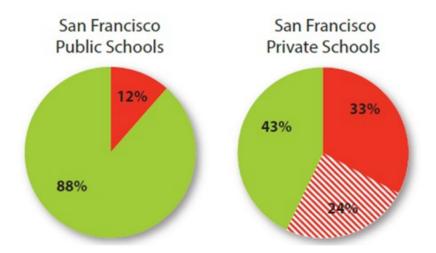
Program Timeline					
Tier	Permit Required by	CFC Required by			
1	9/15/2015	9/15/2017			
2	9/15/2016	9/15/2018			
3	9/15/2017	9/15/2019			
4	9/15/2018	9/15/2020			

Total Properties	6,962
Properties Subject to the Ordinance	4,921
Number of Units	~48,317
Compliance Rate	96%
Permits Submitted	4,812
Permits Issued	1,059
Work Completed	3,023
Average Retrofit Cost	~\$71,000



Private Schools Evaluations

- ~109 schools with 218 buildings subject to Private School Evaluation Ordinance (No. 202-14)
 - 94 concrete, 63 wood, 13 steel, 3 URM, 21 other or unknown.
- ▷ 24,000 children in SF private schools
- Private schools are not required to meet same level of seismic safety as public schools
- ESIP Task B.3.a recommends mandatory evaluation and retrofit of private schools



Buildings whose characteristics indicate they **might perform poorly** in future earthquakes

Buildings whose characteristics indicate they are **likely to perform** well in future earthquakes



Buildings for which there is **not enough information** to determine likely seismic performance



Non-Ductile Concrete Buildings

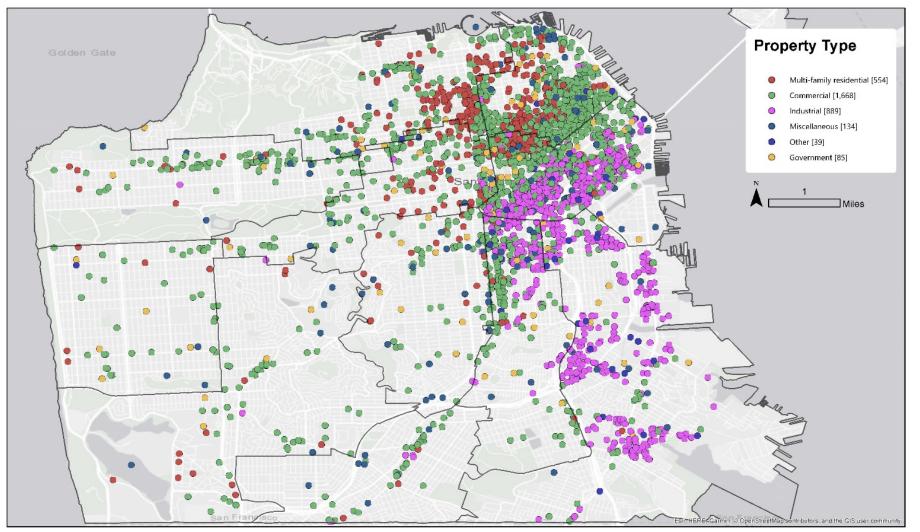
▷ Issues

- ~3,400 pre-1980 concrete buildings; 116 city-owned
- Small percentage of older concrete buildings are very vulnerable to collapse in earthquakes
- Concrete Buildings contain much of San Francisco's affordable housing stock and 40% of private schools

Recommendations

- ESIP Tasks B.2.a and C.2.a: mandatory evaluation and retrofit of older residential concrete and tilt-up buildings
- ATC Tall Buildings Study: evaluation and retrofit





CONCRETE BUILDINGS

Illustrated here are all concrete buildings in the city except for the following: post 1980 construction, public schools, colleges and universities, hospitals, SF Port buildings, and 1-4 unit residential buildings. 3,400 buildings total

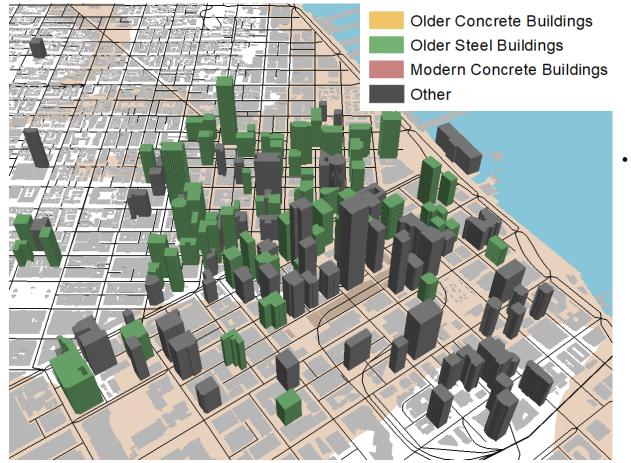


Steel Frame Buildings

- ▷ Issues
 - 86 buildings over 240ft built between 1964 and 1995
 - ~68 built before the Loma Prieta earthquake
 - Potential collapse at high ground motions, especially where irregularities
 - Primarily commercial uses and 10% of private schools
- Recommendations
 - ESIP Task C.2.d: mandatory evaluation and retrofit of older steel buildings starting in 2030
 - ESIP Task B.4.b/Tall Buildings Rec 3F: develop post-earthquake repair and retrofit standards for steel frame buildings.
 - Tall Buildings Rec 2A: address issues related to possible weld vulnerabilities



Steel Frame Buildings >240ft



- Pre-Northridge Steel Framed Buildings
 - 86 total
 - 50 to 65 welded SMF
 - 9 welded dual systems



Thanks! Any questions?

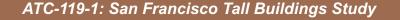
You can find me at: Danielle.Mieler@sfgov.org



San Francisco Tall Buildings Study

Ayse Hortacsu Applied Technology Council







Project Motivation and Objective

2011 Workplan

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Mayor's Office	funding seurces to assist private property owners with seismic upgrade casts Ite Mansleg Cade and other City agency incentives for selanic upgrade	
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Objective:

Examine the earthquake performance of San Francisco's tall buildings and develop recommendations





TALL BUILDINGS SAFETY STRATEGY

SAN FRANCISCO

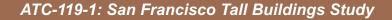
STUDY

16 Recommendations

	Recommended Action	Short- Term	Mid- Term	Long- Term
	1. Actions for Reducing Seismic Risk Prior to Earthquakes -	New Buildi	ngs	
1A.	Develop Regulations to Address Foundation and Geotechnical Issues			
	Training and checklist	х		
	Develop geotechnical regulations		Х	
1B.	Establish Recovery-Based Seismic Design Standards			Х
	2. Actions for Reducing Seismic Risk Prior to Earthquakes – Ex	kisting Buil	dings	
2A.	Apply the Repair Provisions of the San Francisco Existing Building Code with Respect to Possible Loma Prieta damage		Х	
2B.	Amend the San Francisco Existing Building Code Triggers			
	Alteration and change of occupancy triggers	х		
	Acquisition triggers		Х	
2C.	Recommend Minimum Levels of Earthquake Insurance or Other Collateral to Ensure Post-Earthquake Recovery			х
2D.	. Review Requirements for Post-Earthquake Fire Suppression and Evacuation Systems 3. Actions for Reducing Seismic Risk Following Earthquakes			
3 A .	Develop New Policies and Procedures for Implementing the State's Safety Assessment Program	x		
3B.	Extend and Improve the Building Occupancy Resumption Program			
	Conduct simulation-based training	Х		
	Update procedures	х		
	Extend program		Х	
3C.	Clarify and Update Roles and Responsibilities Associated with Post-earthquake Emergency Response and Safety Inspection	х		
3D.	Update and Amend the San Francisco Existing Building Code Triggers for Repair Projects		х	
3E.	Update Administrative Bulletin 099 and Clarify its Application to Tall Concrete Structural Systems			x
3F.	Develop a New Administrative Bulletin for Post-Earthquake Inspection and Evaluation of Welded Steel Moment Frames			x
3G.	Create Protocols and Procedures for Establishing Cordons around Damaged Buildings	Х		
3H.	Require Existing Buildings to File Recovery Plans			Х
	4. Actions to Improve the City's Understanding of its Tall Build	ling Seism	ic Risk	
4A.	Maintain and Expand the Database of Tall Buildings	Х		
4B.	Develop a Comprehensive Recovery Plan for the Financial District and Adjacent Neighborhoods			x

http://onesanfrancisco.org/resilient-sf







Project Team

ATC Project Technical Committee:

- John D. Hooper (Task Leader)
- David Bonowitz
- Gregory Deierlein
- Shah Vahdani

ATC Reviewers for Geotechnical Task:

- Mark Haley (Boston)
- Bill Walton (Chicago)

ATC Project Working Groups:

- Carlos Molina-Hutt (University of British Columbia)
- Anne Hulsey (Stanford)
- Preetish Kakoty (UBC)
- Alireza Eksir Monfared (UBC)
- Wen-Yi Yen (Stanford)

City of SF Tall Buildings Executive Panel:

- Naomi Kelly, City Administrator (Chair)
- Mary Ellen Carroll, Dept. of Emergency Management
- Kathryn How, Public Utilities Commission
- Tom Hui, Dept, of Building Inspection
- Brian Strong, Office of Resilience and Capital Planning

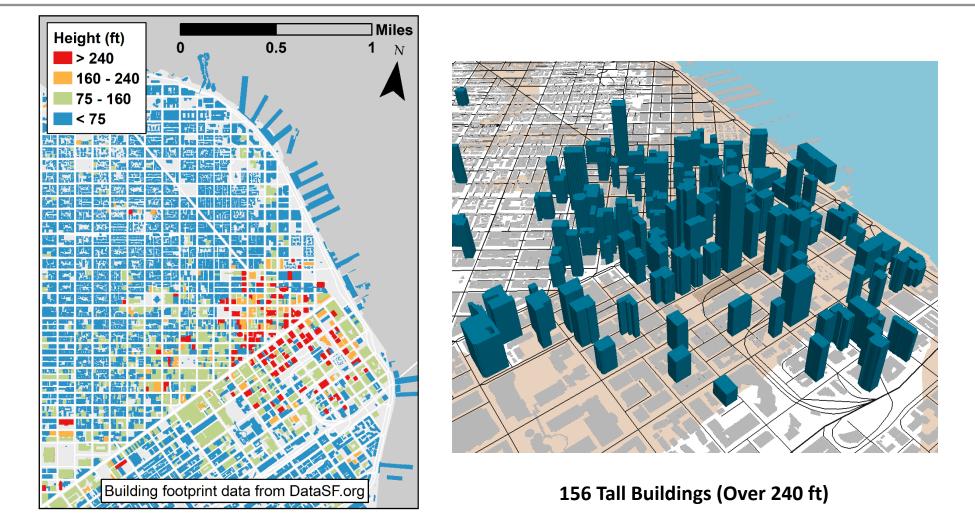
Project Managers:

- Danielle Mieler (ORCP)
- Ayse Hortacsu (ATC)
- Justin Moresco (ATC)





Inventory of SF Tall Buildings





ATC-119-1: San Francisco Tall Buildings Study



Building Data Sources

General Building Stock

San Francisco Open Data Portal

Relevant datasets:

- Property Tax Rolls
- Land Use
- Building Footprints (LIDAR)
- Seismic Hazard Zones (Liquefaction/Landslide)

Buildings over 240 ft

Construction Permit Documents

• Structural drawings

BORP Files

Reports

Interviews/surveys of Structural Engineering Designers

Emporis (online database of buildings)

SF Fire Department building inventory (Buildings over 75 ft) Information on material flammability and fire suppression systems





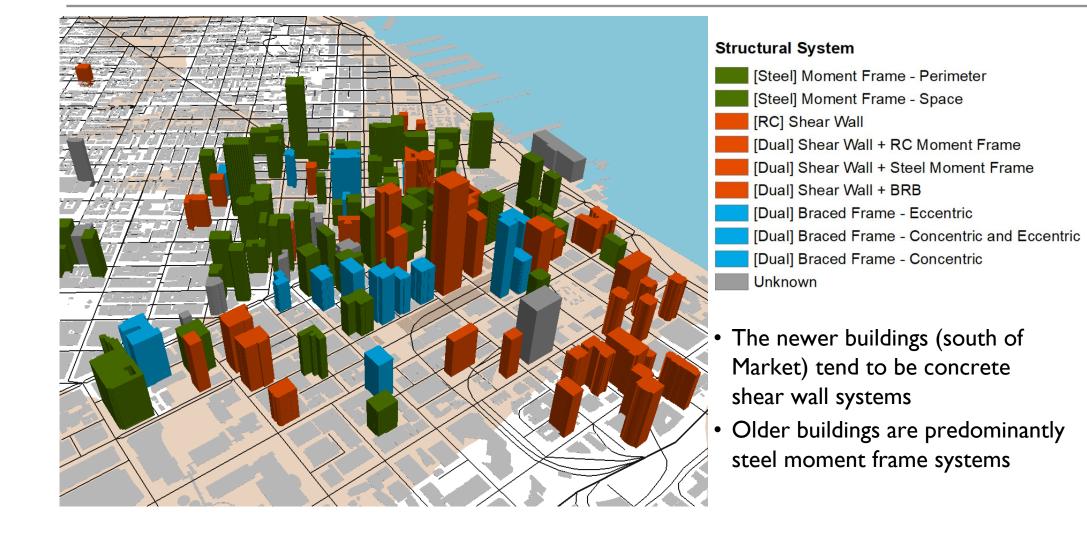
Characterization of Tallness

Critical Height	Issue	Source and description
420 ft	Fire Safety Risk Category	Current code (CBC Section 403): Taller buildings must meet all fire- resistance requirements for Type IA construction, as well as additional egress requirements. Risk Category III based on occupant load of 5000
240 ft	Risk Category; Seismic, structural	Current code: Height limit for shear wall and braced frame systems in normal occupancy without torsion-prone configuration
160 – 180 ft	Fire Safety	Current code (Table 504.3): Maximum height for Type I.B construction, non- sprinklered or sprinklered, respectively
160 ft	Risk Category; Seismic, structural	Current code: Height limit for shear wall and braced frame systems in normal occupancy with torsion-prone configuration. Current code (AB-083): definition of "tall building" for Seismic Design of New Tall Buildings using Non-Prescriptive Seismic-Design Procedures
100 ft	Risk Category; Seismic, structural	Current code: Height limit for shear wall and braced frame systems in essential facilities (RC IV, SDC F) with torsion-prone configuration
65 – 85 ft	Fire Safety	Current code (Table 504.3): Maximum height for Type II, III, or IV construction, non-sprinklered or sprinklered, respectively
75 ft	Fire Safety	Current code (HSC 13210): definition of "high-rise structure" for specific fire protection regulations in the Health and Safety Code
5 stories	Seismic, nonstructural	Current code (SFEBC Chapter 4E): Façade inspection required for buildings with 5 or more stories.





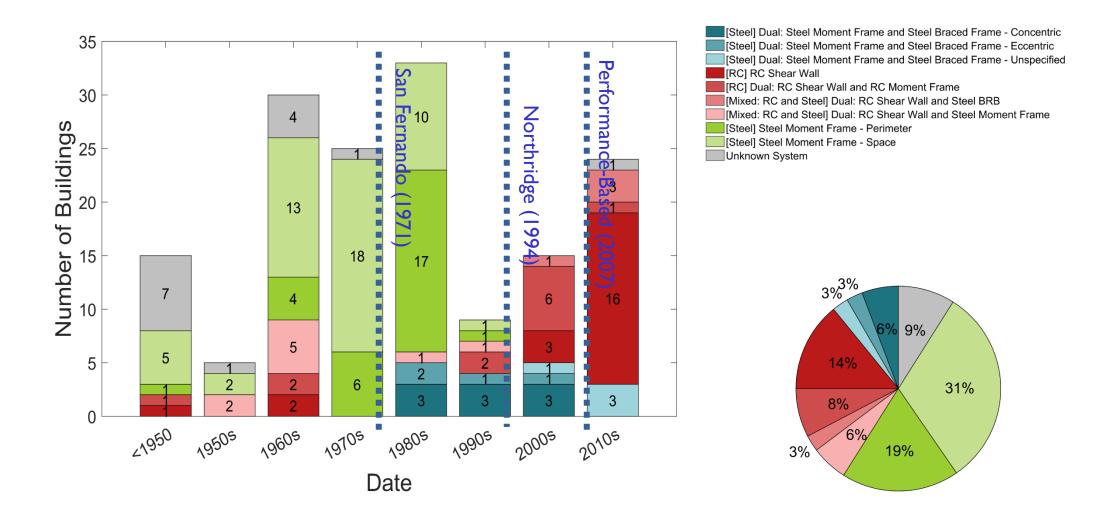
Building Structural Systems







Structural Systems & Age

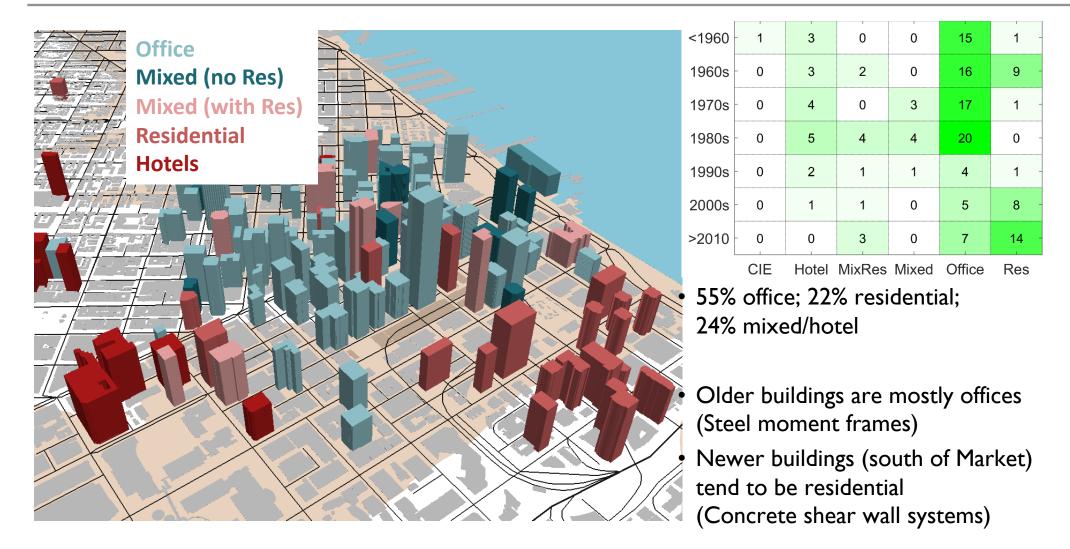




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Occupancies

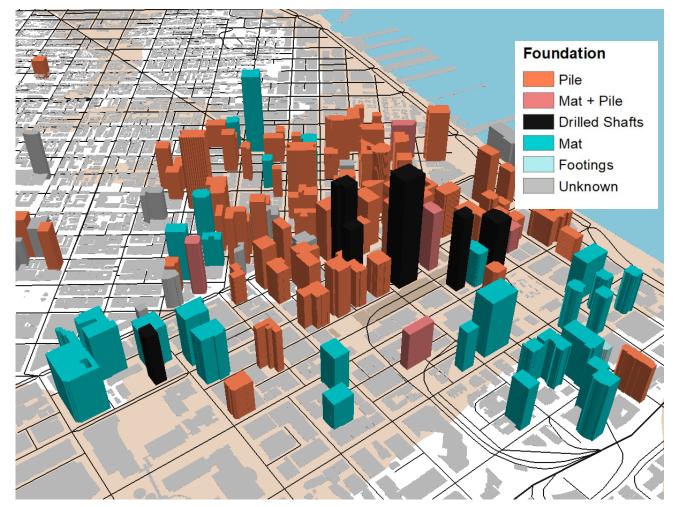




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Building Foundations



Factors of Influence

- 1. Depth to rock
- 2. Soil Type/Stiffness
 - Marine Deposits
 - Colma Sands
 - Old Bay Clay
- 3. Building Height/Weight
- 4. Number of Basement Levels
- 5. Slope/Proximity to Shoreline
- 6. Adjacent/Underlying Structures
- 7. Ground Water Level

Plus, construction technologies, logistics and economics





Recommendation 4A: Make Accessible, Maintain, and Expand the Database of Tall Buildings

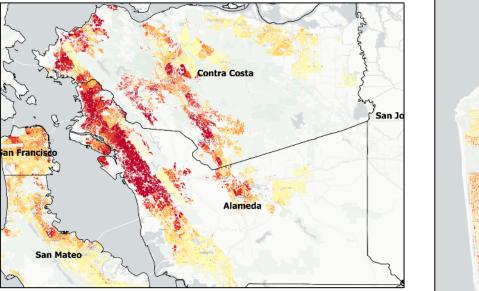


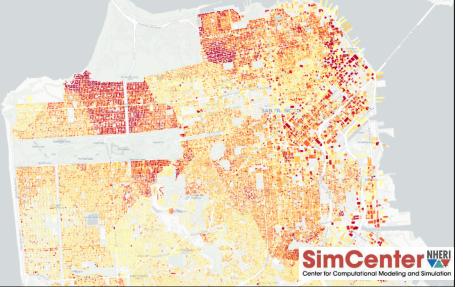




High Resolution Simulations

Parcel-level resolution enables unprecedented quantification of engineered interventions for policy level decisions





Regional Simulation

San Francisco Parcels





Recommendation 3G: Create Protocols and Procedures for Establishing Cordons Around Damaged Buildings

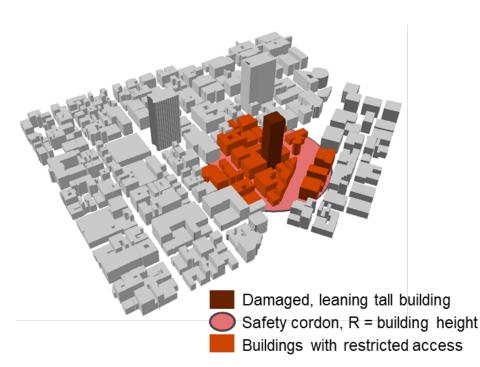






3G. Cordons

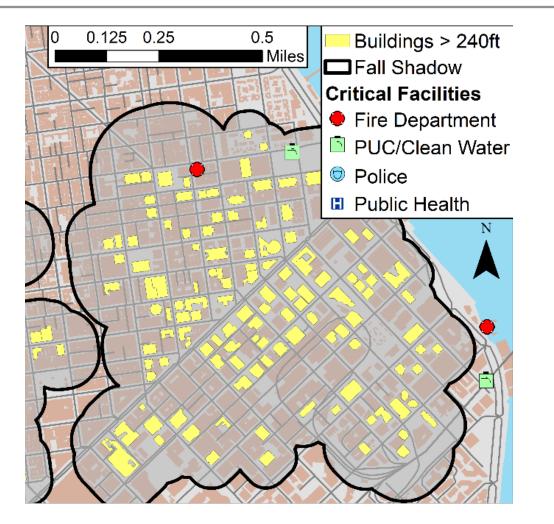
- Issue: Standard procedure applied to tall buildings is problematic for:
 - Emergency response
 - Transit
 - Neighborhood buildings
 - Housing, commerce
 - Neighborhood recovery
 - City resilience





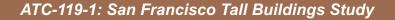


3G. Cordons











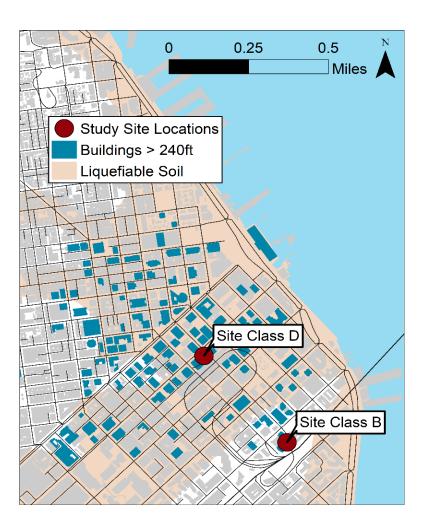
Recommendation 1B Establish Recovery-Based Seismic Design Standards

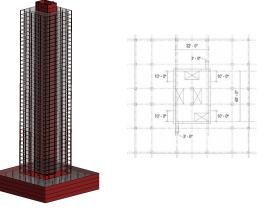




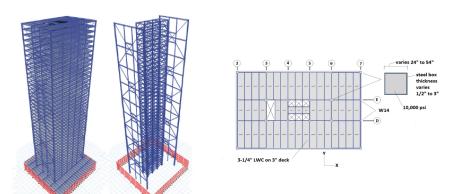


New Building Archetype Studies





40-story RC Residential Building



40-story Steel BRBF Office Building

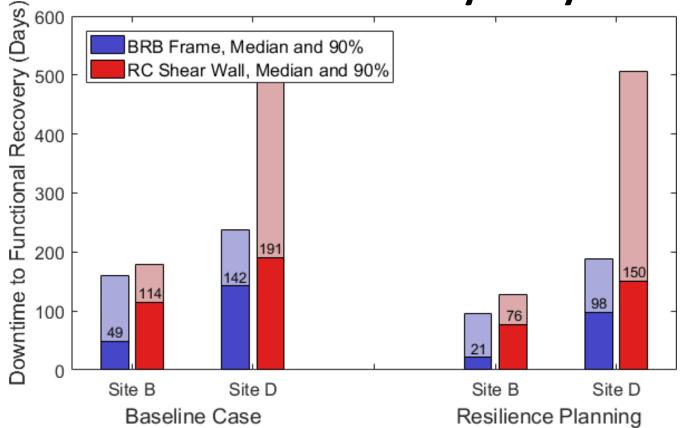


ATC-119-1: San Francisco Tall Buildings Study



Performance: New Buildings

Functional Recovery - Days

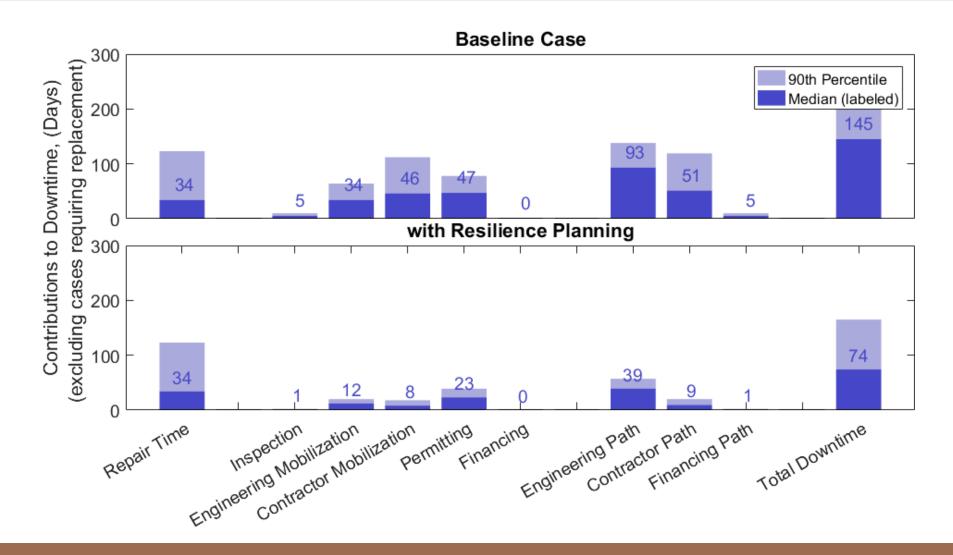








Reduction of Impeding Factors





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	(continued)					
	Recommended Recovery Goal ¹ for a Major Earthquake ²					
ESIP	Building Use	0-24 Hours	Days	Weeks	Months	Years
	Housing / Neighborhoods					
	Single-family homes (1 to 2 units)					
	Multi-family housing					
	Subsidized / Below Market Rate housing					
	Hotels and Motels					
	Commerce / Livelihood					
	Recovery-critical retailers					
	Major employers					
	City services, non-emergency					
	Other business and mercantile uses					
	¹ Indicates the desired time in whether the buildings citywide that contain the basic pre-earthquake functions response to the basic pre-earthquake functions res	e listed use,				their

Table 3-2 Tentative Recommended Recovery Goals for San Francisco Buildings (continued)



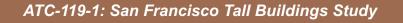


1B. Recovery-Based Seismic Design Standards

To shorten downtime in new tall buildings, DBI should develop an Administrative Bulletin (with building code amendments as needed) that specifies:

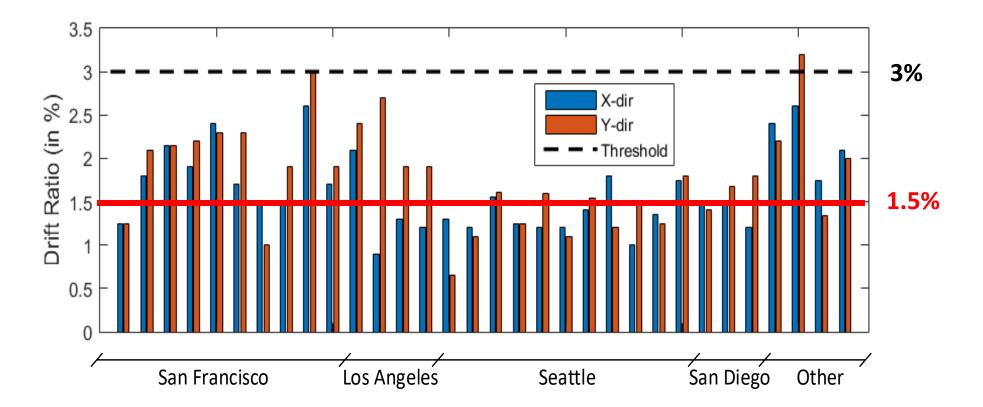
- Recovery-based seismic design and construction requirements
- Measures to mitigate externalities that impede recovery







Seismic Drift Requirements



Comparison of Calculated Story Drifts under MCE Ground Motions

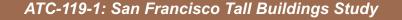


ATC-119-1: San Francisco Tall Buildings Study



Recommendation 4B: Develop a Comprehensive Recovery Plan for the Financial District and Adjacent Neighborhoods







4B. Downtown Recovery Plan

- Issue: What about aggregate effects?
 - Effects on the tall building neighborhood
 - Effects of the tall building neighborhood
- Study the bigger picture
 - Broaden the focus from individual buildings
 - What will the recovery timeline look like?
 - Extent of immediate functional loss
 - Pace of reoccupancy and recovery over time
 - Are additional programs, policies needed?

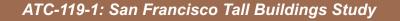




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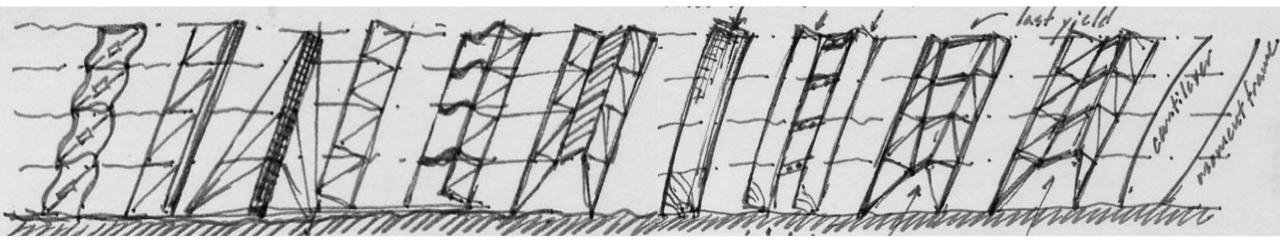
ayse@atcouncil.org www.ATCouncil.org



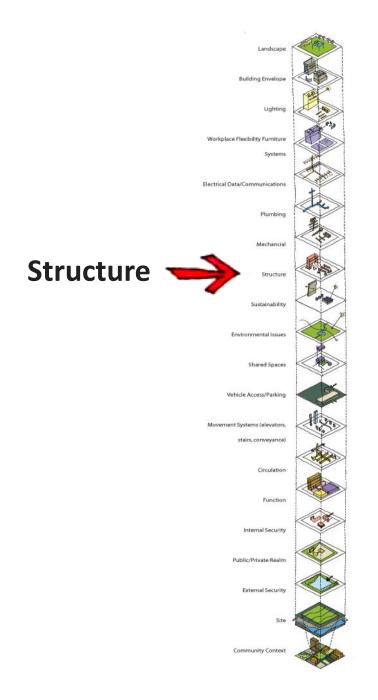




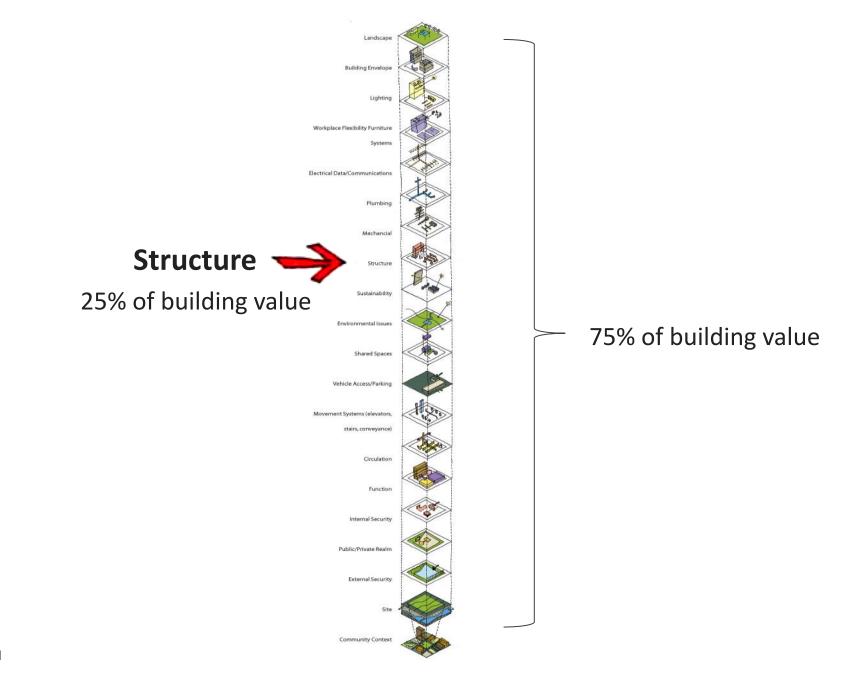
Choose Resilience



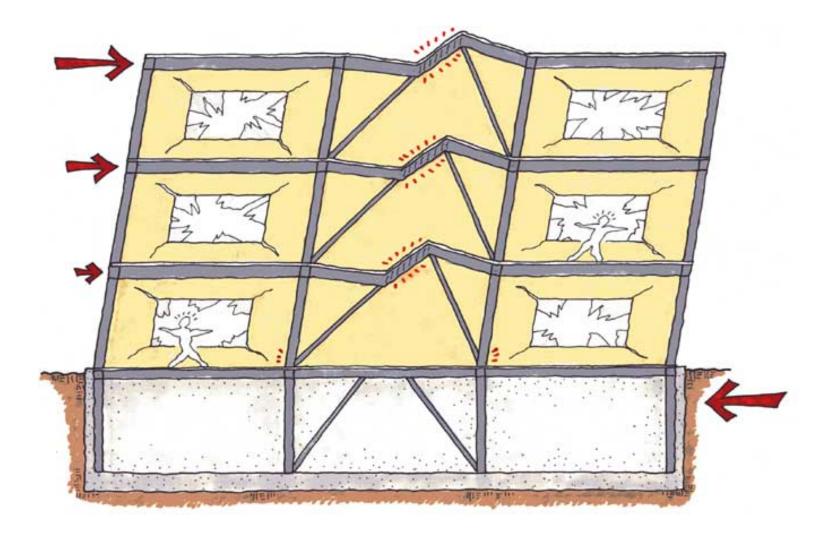


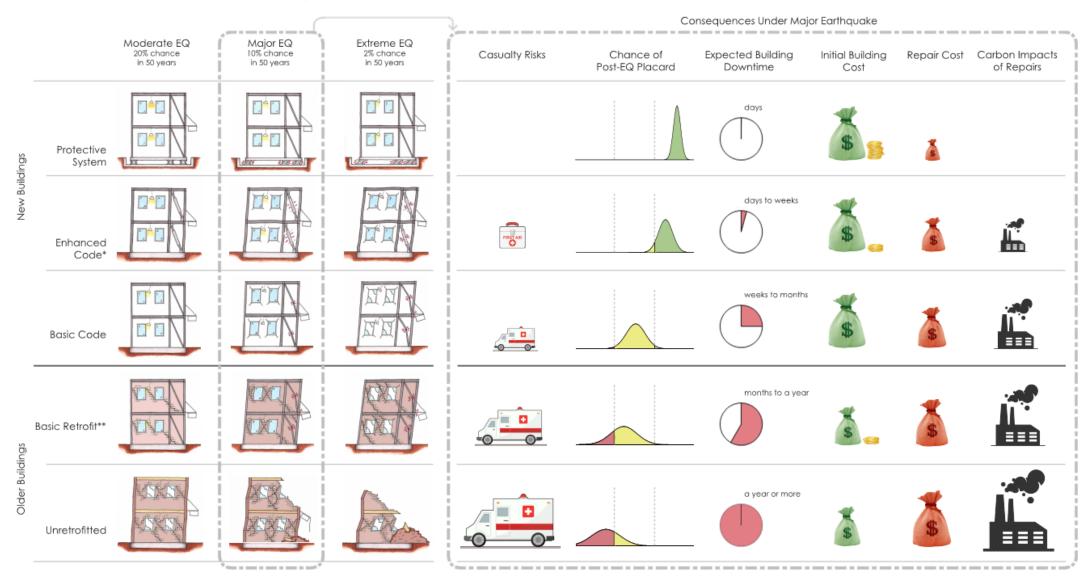






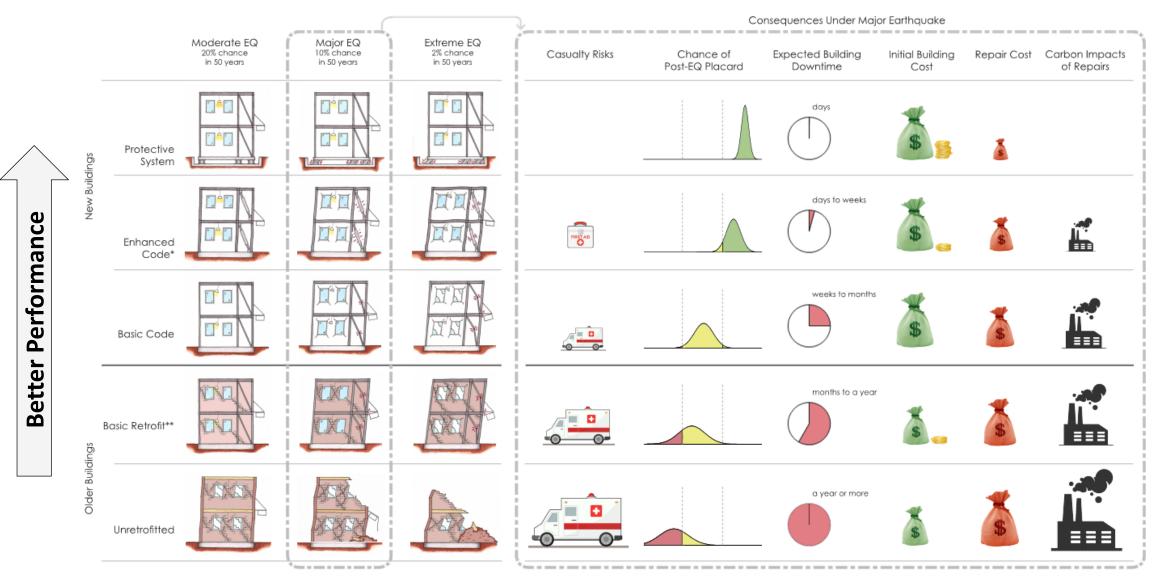








Design Decisions Have Measurable Consequences

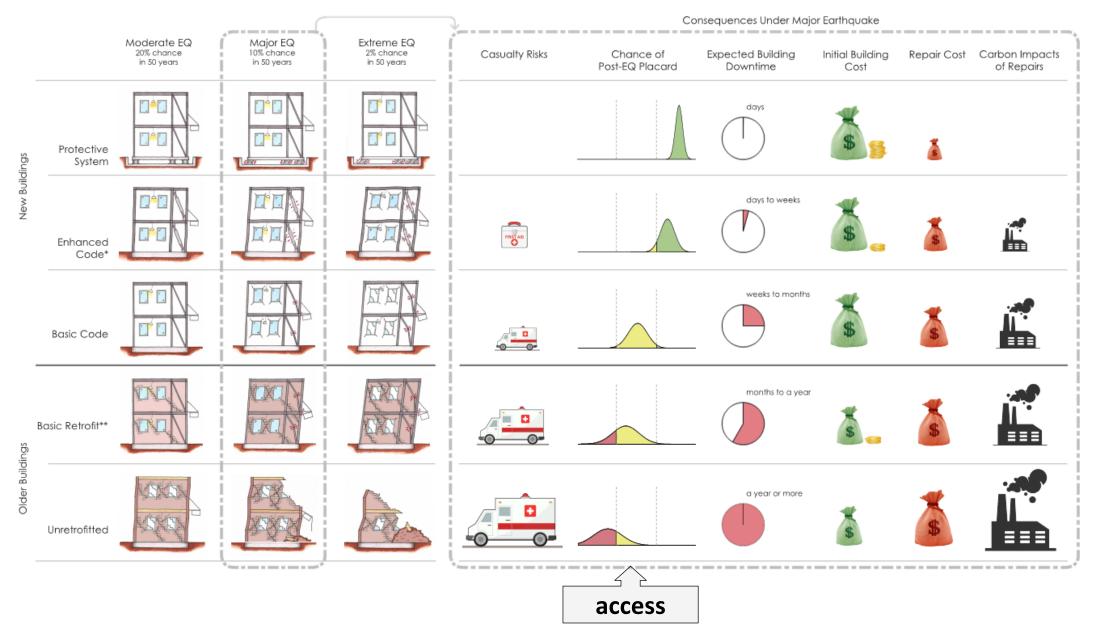


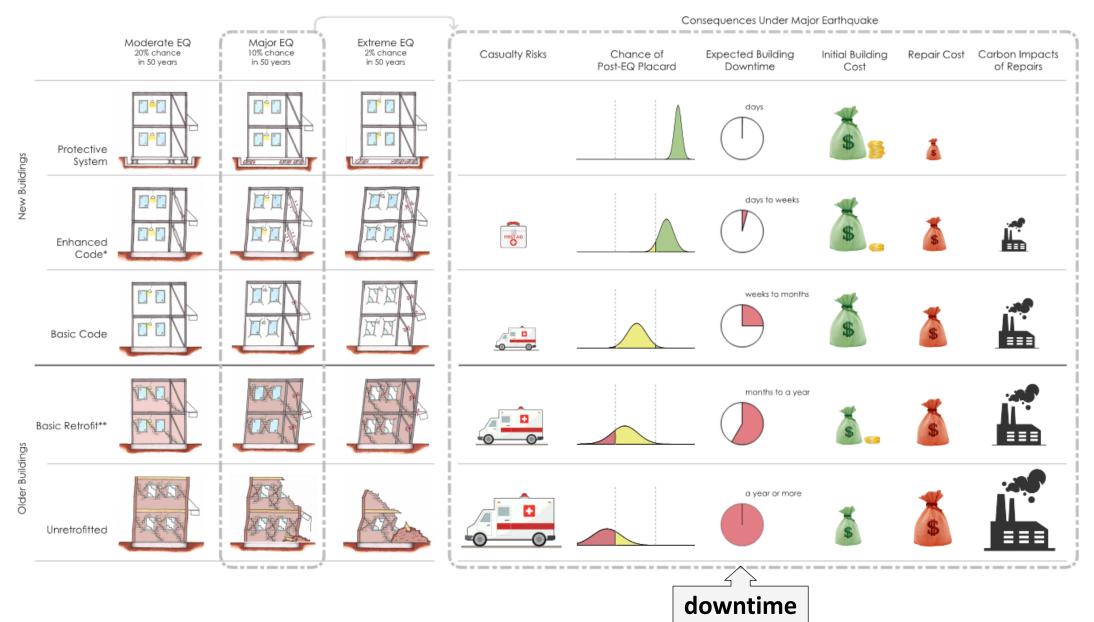
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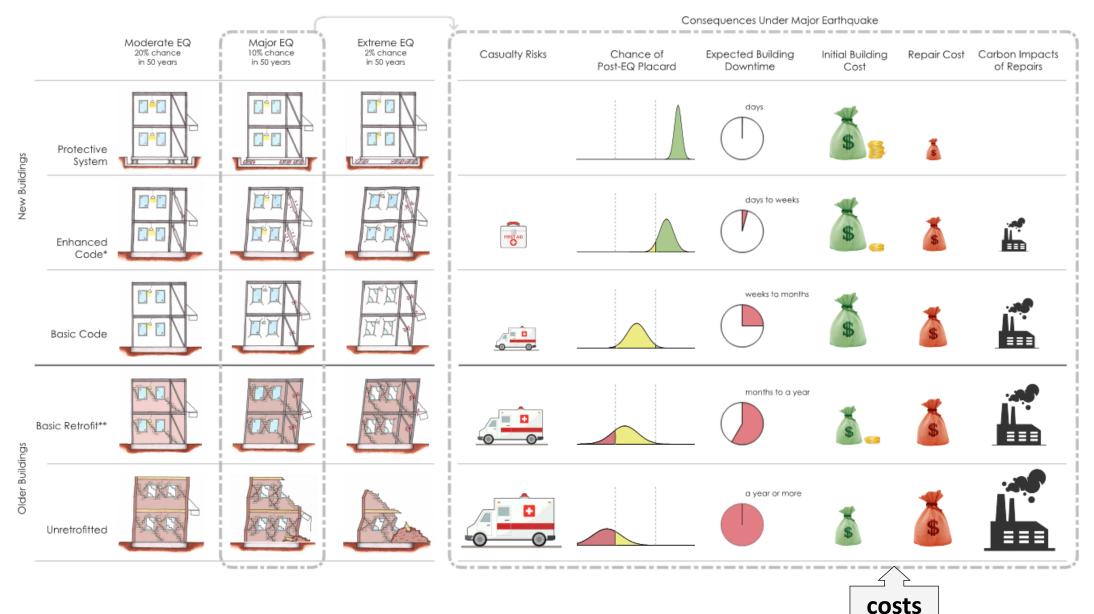






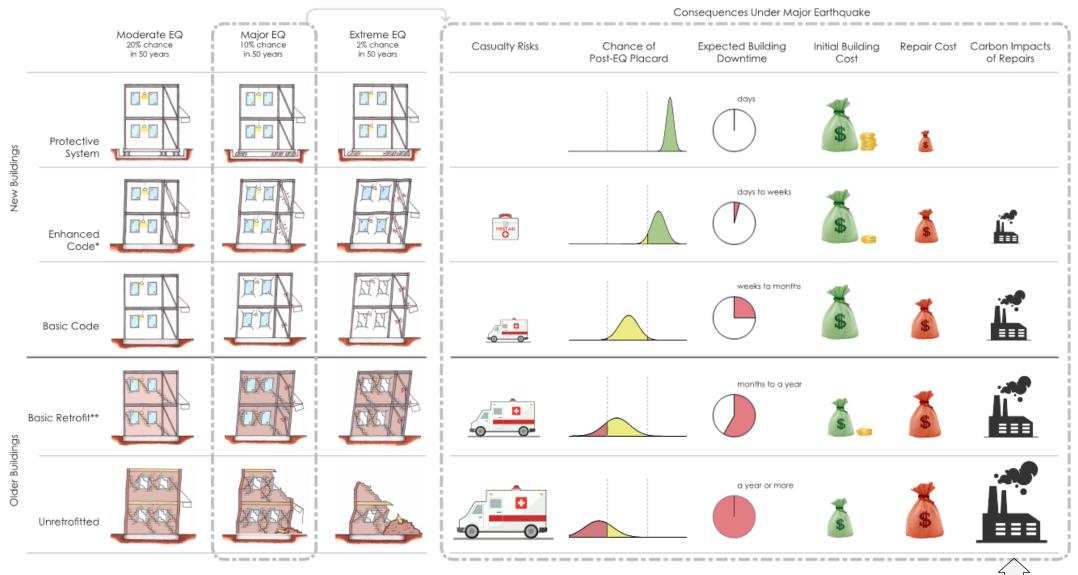








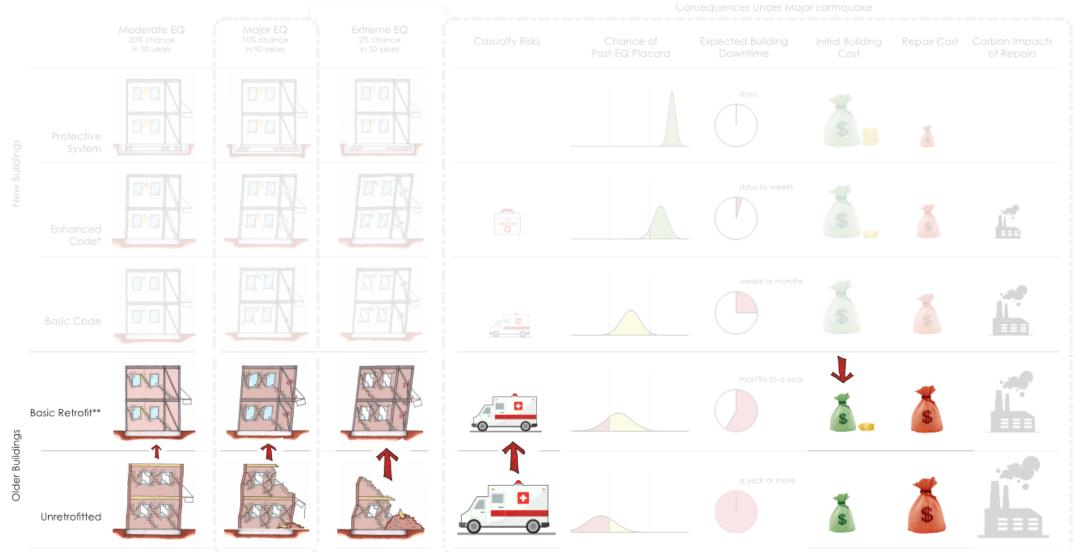
Design Decisions Have Measurable Consequences



CO₂impact



Retrofits Focus on Safety and Cost





Examples





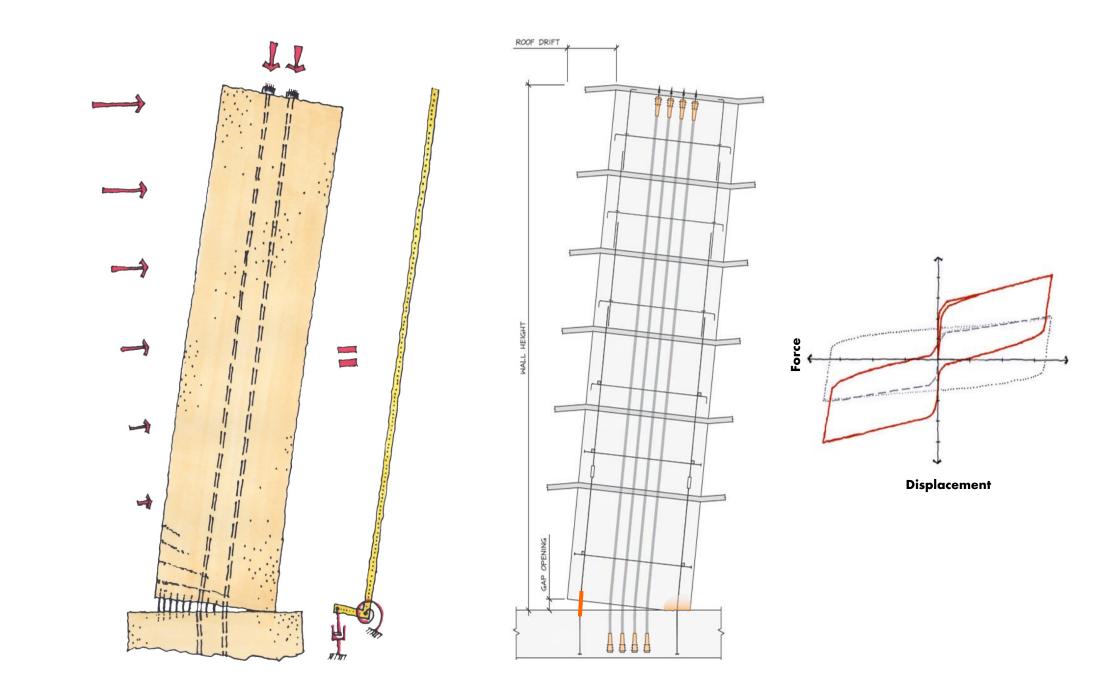
SF Public Utilities Headquarters



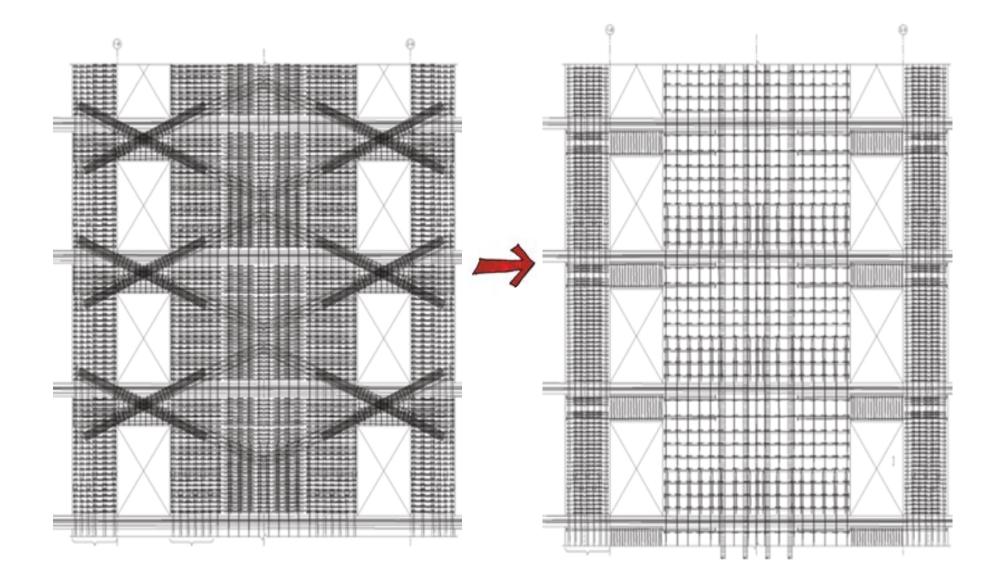




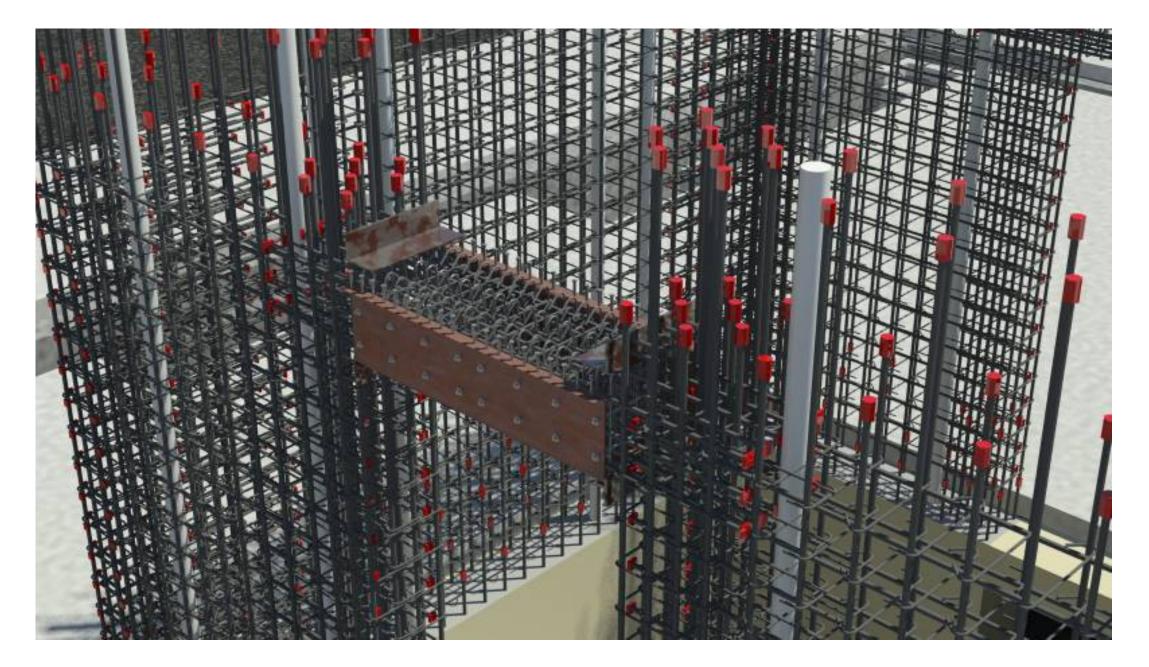














Casa Adelante



Architect: HCL

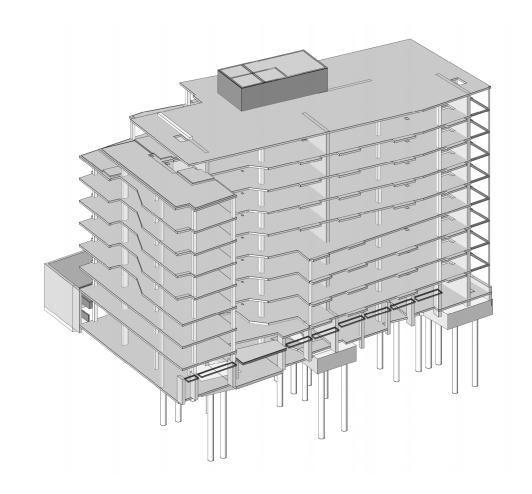


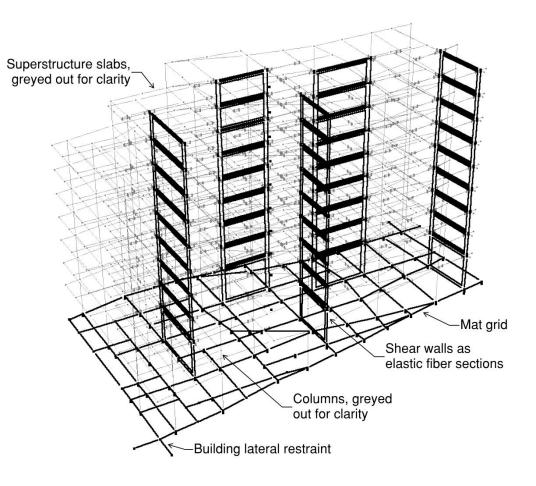
100% Affordable Senior Housing

20% of Units for Formerly Homeless

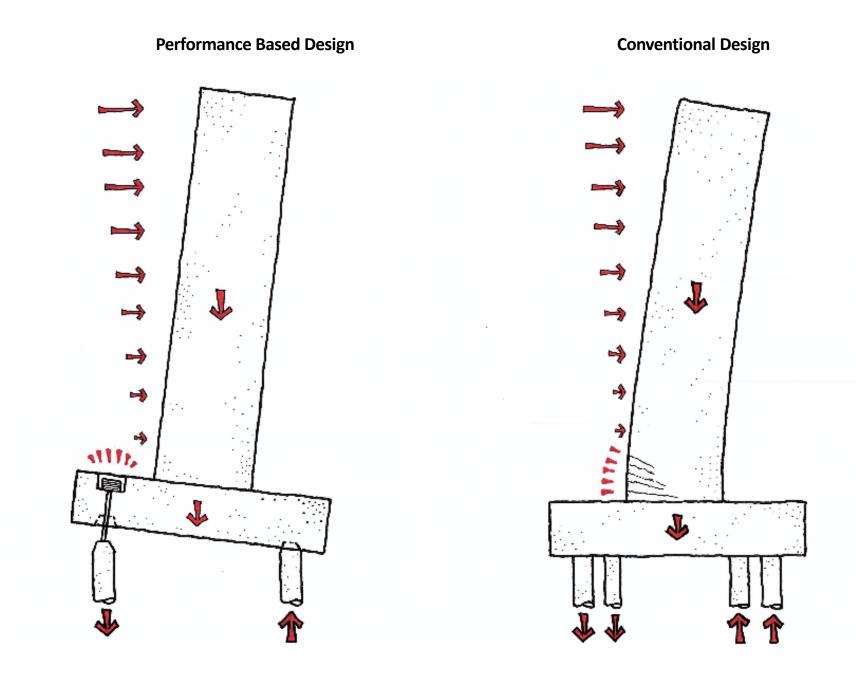
No Money for Improved Performance



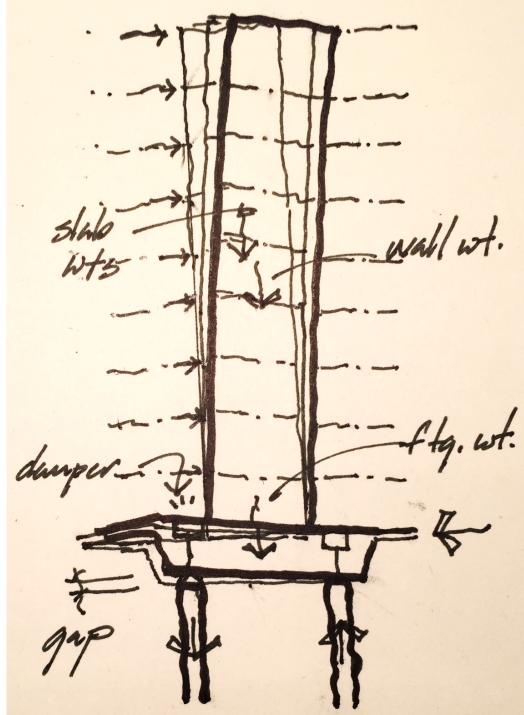


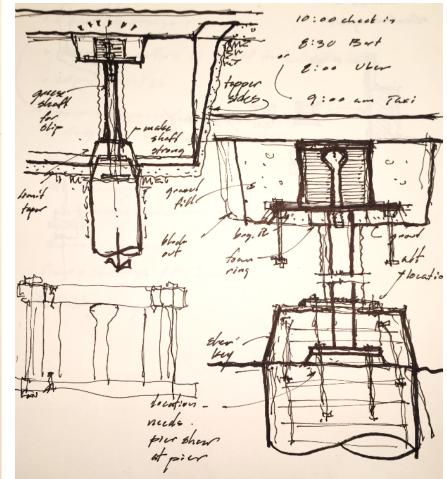




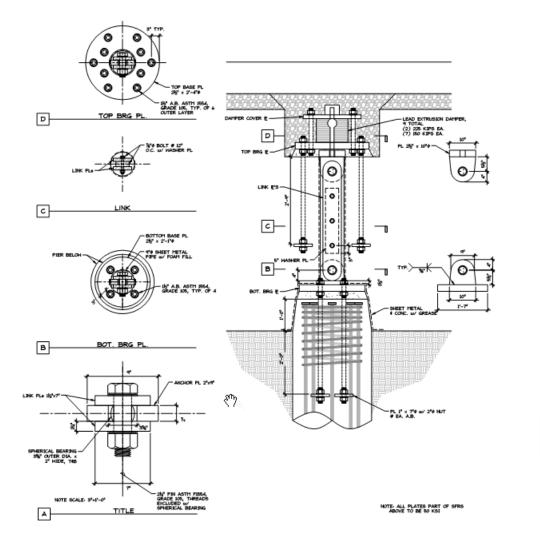


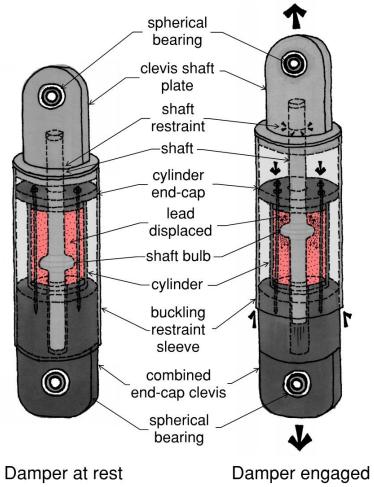










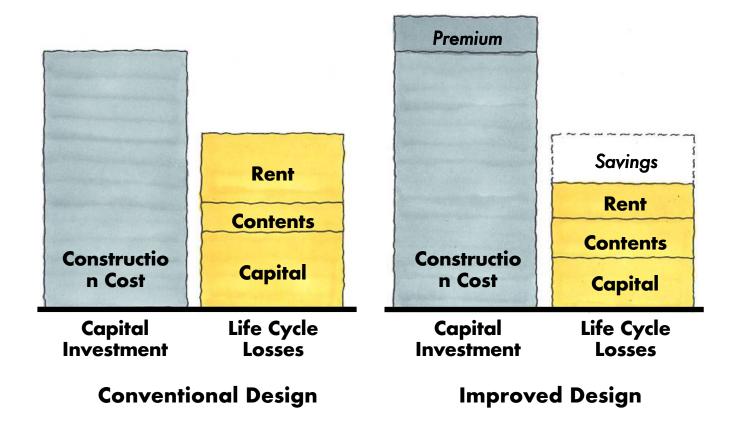








Life Cycle Analysis



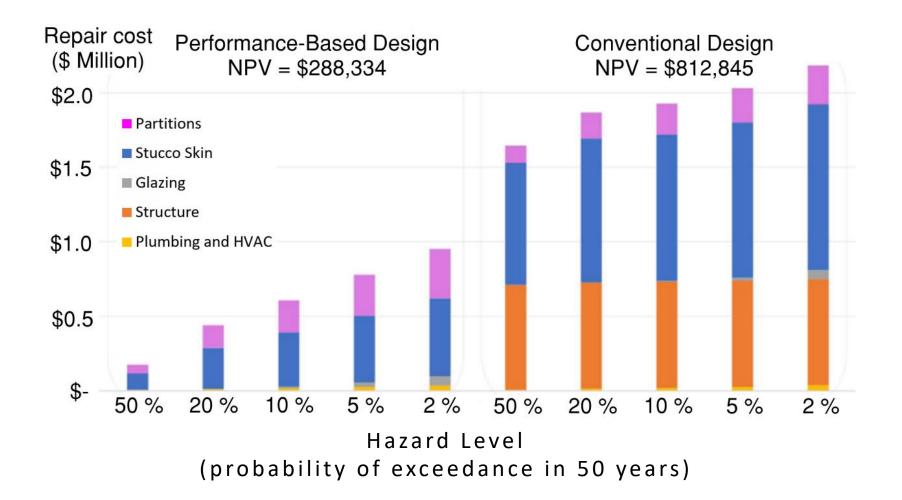


\$42M Project Cost

Cost Delta

\$100K for Resilience – 0.24%







Choose Resilience

