Overview

The proposed project involves the repair, rehabilitation and seismic strengthening of the 20th Street Historic Buildings, a set of 8 large historic buildings and two smaller structures located on or near 20th Street at Pier 70 owned by the Port of San Francisco. The buildings are historic resources, some dating to the 1880’s, that are in dire physical condition. A substantial investment is required to return the buildings to active use. The purpose of the proposed project is to rehabilitate the 20th Street Historic Buildings and restores them once again as a vibrant, integral part of the surrounding community, consistent with the Eastern Neighborhoods Plan, and to respond to public objectives expressed through the Waterfront Land Use Plan and the Pier 70 Preferred Master Plan. Through a competitive process, the Port selected Orton Development, Inc. (ODI), as its partner to rehabilitate the buildings subject to a development agreement and long-term lease.1

The buildings currently include approximately 267,000 GSF of space. The proposed project would add up to approximately 70,000 GSF of new space, primarily in mezzanines. Once rehabilitated, these historic office and industrial buildings would be used for a range of businesses, including light industrial, technology, life science, office, artisan/artist studios and showrooms, and restaurant uses. The proposed project would also create an indoor lobby/atrium in Building 113, and an outdoor courtyard/venue, both of which would be made accessible to the public. Finally, the proposed project would demolish approximately 1,500 GSF of existing structures, including two small structures known as Buildings 23 and 24 appended to the eastern side of Building 113.

In general, the proposed project would rehabilitate the 20th Street Historic Buildings to satisfy seismic, structural, and code requirements, implement security measures to combat an atmosphere of neglect and criminal opportunity, and abate hazardous environmental conditions. The project would meet the Secretary of the Interior Standards for Treatment of Historic Buildings (the “Secretary’s Standards”), building and other codes, and all other applicable requirements.

Pier 70 Site History

Pier 70 is a 69-acre historic shipyard property situated along San Francisco’s Central Waterfront, just south of Mission Bay. It is bounded by Mariposa Street to the north, Illinois Street to the west, 22nd Street to the south, and the San Francisco Bay to the east. Ships built at Pier 70 served the United States military from the Spanish-American War in the late 1800’s through the two World Wars and into the 1970’s. Previously known as the Union Iron Works (“UIW”), the Bethlehem Steel Shipyard, and the San Francisco Yard, Pier 70 was a 19th century ship building and repair facility, important to the nation’s maritime history.

In the late 19th century, the UIW shipyard operated with the 1885-86 UIW Machine Shop (Building 113), foundry (Building 114), plate shop, pattern shop, smith shops, and slipways. In 1896, the UIW Office Building was added. Just preceding World War I, Bethlehem Steel retained two renowned San Francisco architects, Frederick H. Meyer and Charles Peter Weeks, to design grand buildings in the Beaux Arts style which was fashionable during this period of time as part of the City Beautiful movement. Buildings erected in this period included the 1912 Power House (Building 102) and the 1917 Main Office/Administration Building (Building 101). When completed, these buildings created a grand formal entrance to the yard at the corner of 20th and Illinois Streets. Similar expansion occurred to the south of Buildings 113/114 with the addition of 115 and 116 in 1915-1917 to provide a new foundry and mold room. World War II led to further rapid growth, including the construction of Building 14 as a warehouse.

Pier 70 is the most intact historic maritime industrial complex west of the Mississippi River and is significant for its role in the industrialization of the United States. Now, the Pier 70 buildings are deteriorated and in dire need of repair. The Port has undertaken extensive planning and sought public and private investment to address the substantial capital needs of this portion of the Port. A comprehensive overview of the Port’s Pier 70 initiatives is available in a staff memorandum available as Item 9b at this link: http://sfport.com/index.aspx?page=2128

1 The Board of Supervisors and the Port Commission approved the term sheet for the proposed project in late 2012. Background is available as Item 9C on this agenda: http://www.sfport.com/index.aspx?page=2132
Project Site Resources and Uses

The buildings proposed for rehabilitation are central to the future potential Pier 70 National Register Historic District. The Port has prepared and submitted a draft National Register nomination for Pier 70 to the State Historical Resources Commission for consideration of Pier 70 as a district for inclusion in the National Register of Historic Places. The buildings would be rehabilitated consistent with the Secretary’s Standards. It is anticipated that the proposed project would utilize Federal Historic Rehabilitation Tax Credits as a critical component of its financing. The tax credit process includes project design review by both the California State Office of Historic Preservation (“SHPO”) and the U.S. National Park Service (“NPS”) to ensure that the rehabilitation meets the Secretary’s Standards. NPS/SHPO would retain oversight during the tax credit vesting period.

The proposed project includes eight buildings,² associated accessory structures (including Buildings 122 and 123) and yard areas adjacent to the buildings, a multi-use plaza, [adjustments to the existing street network to provide access] and the upgrading of existing surface parking lots within the ODI leasehold and on adjacent land owned by the Port. Table A contains a summary of the proposed project.

Different uses are proposed North and South of 20th Street in keeping with the historic pattern of office uses on the North and industrial uses on the South. The proposed uses are similar to the historic uses of the buildings and include office and light industrial uses (no heavy industrial). Building repairs and alterations would address building deficiencies and meet modern usage standards. New floor area generally would be limited to that required for seismic stability or life-safety systems. It is anticipated that future tenants may apply for building permits to construct tenant improvements and occupy the additional floor area. Structural mezzanine elements, for example, are proposed to seismically upgrade some of the buildings. The proposed project would repair existing roofing, repair existing masonry surfaces, repair or replace in kind when missing or irreparable deteriorated windows, make existing toilet rooms operational, and construct accessible bathrooms. In addition, the proposed project would install new concrete slab floors in the industrial buildings, create accessible entries to each space, and stub in new electrical, HVAC, fire safety, phone, data, water, sewer and gas utilities that would be upgraded to meet applicable code requirements. Existing infrastructure systems would serve the buildings, with new laterals as required. To the extent feasible, the proposed project would include measures to reduce stormwater impacts on the City’s combined sewer system.

Initial rehabilitation would bring the buildings close to “cold shell” condition and include security, abatement, seismic upgrades, and new infrastructure. Subsequent work would include finalizing the shell (primarily doors, windows, and remaining ADA and life safety), elevators and further build-out (if any) of mezzanine space in connection with tenant improvements, and occupancy. The project drawings included with this application reflect the cold shell stage of improvements and the improvements anticipated for future tenant use. Future tenant improvement proposals would receive further review by the project sponsor’s historic resources consultant, Port Staff, SHPO, NPS, and others prior to issuance of a building permit for that work to ensure that all work meets the Secretary’s Standards.

Like other buildings of their era, the 20th Street Historic Buildings contain hazardous building materials such as asbestos-containing materials, lead-based paint, and potentially present other risks such as PCB-containing electrical equipment and mercury-containing light fixture. These hazards would be abated as part of the proposed project.

The proposed project would not involve any new household population and would account for approximately 600 jobs in the Central Waterfront.

Circulation and parking would be addressed, in part, by re-aligning existing streets. Existing on-street parking would remain. Approximately 65 off-street parking spaces would be included within the ODI leasehold, especially for accessible use, and approximately 205 off-street parking spaces would be added on land owned by the Port in the vicinity of the proposed project. Additional parking demand would be met within the greater Pier 70 area; the locations of those spaces would vary as build-out occurs over time. Loading for proposed uses is discussed below.

South of 20th Street Union Iron Works Machine Shop and Foundry (Buildings 113/114/115/116 and Building 14)

Existing Buildings

The Union Iron Works Machine Shop (Building 113/114) stands on the south side of 20th Street just east of Illinois Street and is one of the most valuable and most vulnerable historic resources on the site. The two-block long building consists of two unreinforced brick structures (built in 1885 and 1886) that were joined in 1914 by a reinforced concrete connector building. It has building-length skylights and row-upon-row of high arched windows down the entire façade. The building contains about 93,000 GSF of floor space, is 492 feet long by 175 feet wide, and stands about 62 feet tall. Buildings 115 and 116 abut Building 113/114, were constructed in 1916-1917, and include approximately 34,000 GSF of space with a 57 foot height with unusual windows and monitor skylights. Building 14 is a basic heavy warehouse, dated to 1941, with approximately 16,000 GSF of space and a 66 foot height.

Proposed Uses

Building 113 and surrounding warehouses (Buildings 114, 115, 116 and 14) would return to industrial and warehouse use as potential food, technology, life science, biotech, education and arts production centers, mirroring the high-quality “maker” type businesses currently thriving in the Dogpatch neighborhood, with ancillary office, showroom, and retail. As large spaces, these buildings can accommodate a wide range of businesses that combine buildings, yard, industrial features, such as loading, traditional infrastructure, and data capabilities required for modern businesses. Such flexible hybrid-use space – a model ODI calls the “New American Workplace” – consolidates all modern business activities (design, prototyping, manufacturing, wholesaling, office, and sales/retail) under one roof. These highly useful spaces would create a community of resources and emphasize wellness, collaboration, and synergies in areas such as transportation, fitness, and public engagement.

Rehabilitation Concept: Union Iron Works Machine Shop – Buildings 113/114

Currently Building 113/114, an unreinforced masonry building, is red-tagged and subject to an engineer’s advisory of imminent collapse. The proposed project would include abatement, demolition or relocation of metal additions to the building on the western and southern facades, roof repair or replacement, a new steel seismic system, tying the brick perimeter into the steel, running below-grade infrastructure, and finally pouring concrete slabs to seismically stabilize and strengthen the building. Two minor buildings, Buildings 23 and 24, totaling about 1,500 GSF, which are appendages to Building 113 on its eastern face would be demolished. Although both buildings date from the period of significance for the proposed historic district, and Building 24 is considered a contributor to the proposed historic district, their removal is appropriate to facilitate the overall rehabilitation and would not cause a substantial adverse change in the significance of the proposed district. Once a long-term sublease has been negotiated, the envelope of Building 113/114 would be completed, specific plumbing, electrical, and HVAC finish scopes would be finalized and installed, and finishes (paint, carpet, and other architectural complements) would be determined, approved, and constructed.

Existing load-bearing masonry walls and piers lack steel reinforcement and do not have sufficient structural capacity to meet any seismic code requirements due to severe deterioration. Structural strengthening would essentially provide a complete new steel structural system to pick up the roof load, with a horizontal diaphragm system to transfer lateral loads. The entire system would lie within the envelope of the existing building. The vulnerable perimeter URM walls would change from a structural element to a cladding tied into the new structural system. The existing 17-foot high mezzanine at the northwest corner would be continued along the remainder of the north interior wall, as well as the east and south building interior to provide adequate lateral load resistance. An additional upper horizontal structure would be added at approximately 35 feet high, to complete the necessary lateral load resistance. The structural system would maintain the character of the historic volume of the interior and views through the building via an open view corridor through the length of the building. Certain wood absorbers, installed as rafters to dampen the crane vibration after the original construction, that are negatively affecting the building would also be removed so that the original roof trusses can be repaired and tied into the new vertical steel.
Two of the three large cranes existing within the buildings would be positioned to define a center atrium. Below these, new glass and steel walls would be built to the height of the first mezzanine, to partition east and west units in Building 113. At the street level, a new concrete slab would provide a new floor, cap below-ground contaminants, and provide a required lateral diaphragm. The masonry walls and wood windows would be repaired, retaining as much of the original historic fabric as possible, and replacing in kind materials when missing or irreparable.

The central atrium, defined by the two relocated 20-ton cranes and the glass and steel demising walls, would separate the east and west portions of the building, but allow visibility of the full length and height of the building. The atrium would be a publicly accessible space, connecting 20th Street and the plaza formed between Building 113 on the north, Buildings 114 and 115/116 on the west, and Building 14 on the east.

Rehabilitation Concept: Buildings 115/116 and 14

Rehabilitation of these buildings would largely follow the same work plan as Building 113/114, without requiring brick repair. The buildings would retain their existing form including full heights, mullions and window lines. Current and new openings to the east and west would accommodate custom exiting and loading, and would provide complementary window lines. Existing windows and skylights would be repaired or replaced in kind, new windows and skylights would be selectively added, roofs would be repaired or replaced, exterior concrete facades that are spalling would be patched, and bent exterior metal siding would be repaired or replaced. A new concrete slab floor would cap below-ground contaminants, provide ADA accessibility, and facilitate truck loading. Seismic bracing will be installed with either a moment frame or brace frame system and would not materially obscure historic windows or door openings. Existing overhead cranes would be anchored in place.

Plaza

Buildings 113/114/115/116 and 14 frame an approximately 45,000 square foot courtyard area that would become a new open space accessible from 20th Street through the lobby/atrium in Building 113 and via Louisiana Street. The courtyard grade would match the grade of the new slabs in each building, providing a cap for below-ground contaminants, ADA accessibility, and viable loading.

The courtyard would be adjacent to tenant yard areas, which would extend twenty-five feet from the face of each building. Tenant yards would be used for loading and other commercial activities. This multi-use plaza would support business as well as public use and enjoyment at differing times of the day, similar to piazzas in Europe. Activities would range from loading and unloading, to making, exhibiting, performing, and gathering, subject to the rules and regulations of the Port and City.

Parking, Loading and Circulation: 20th, Michigan and Louisiana Streets

As appropriate, the Port will repair 20th Street, including sidewalk and other repairs as warranted. Louisiana Street lies to the east of Building 113, and currently exists as an access way bounded by fences. As part of the project, it would be widened with the western side supporting loading for the proposed project and a curb and a sidewalk would be added to the western edge. This would also allow the required truck access to the plaza for loading. The concrete slab on the western side of Building 113 would be modified to serve as a loading dock.

A portion of Michigan Street and the area to the southeast of the intersection of 20th and Illinois Streets are currently leased by Affordable Storage and include parking uses and self-storage in on-site containers. Affordable Storage is negotiating with the Port to relocate its self-storage operation at a larger space at the southeast corner of Pier 70. Once that occurs, the area to the west of Michigan Street is proposed to be developed by the Port as a parking lot, operated as a fee lot by a parking operator under contract to the Port and would provide approximately 205 parking spaces for use by future tenants of the proposed project. Limited upgrades to repair the existing asphalt, add lights, and other requirement for the parking use would be installed by the parking operator. The Port would also retain the rights to relocate parking spaces for project tenants to other locations at Pier 70. Five new loading docks along the western side of Buildings 113/114/115/116 would also be created to provide loading for these Buildings.
North of 20th Street—Buildings 101, 102 and 104

Existing Buildings

Buildings 101 and 102 are Classical Revival buildings constructed by the 1905 successor to UIW, Bethlehem Steel, at the height of the City Beautiful Movement. They are appointed in hardwoods, marble, brass, and elegant tile. Building 101, the Bethlehem Steel Office Building, was built in 1917 at the corner of 20th and Illinois Streets as the grand entry to the shipyard. It contains about 61,000 GSF of floor space and is five stories in height—taking advantage of the significant grade change to create daylight-served lower levels. Next to it is the Building 102 Power House, an approximately 11,000 GSF building built five years earlier, which is a Beaux Arts structure housing four large air compressors.

The UIW Headquarters, Building 104, a Renaissance Revival structure built in 1896, has four stories with approximately 45,000 GSF of floor space. The building has rounded porticos, two-story arched windows, and a copper “headband” topping its façade. Building 104 is an unreinforced masonry building, with a distinctive clear story top floor “hung” from the roof structure.

Several smaller buildings, Buildings 122 and 123 are adjacent to Buildings 101, 102 and 104. Buildings 122 and 123, which contain a total of approximately 1,300 GSF, would be rehabilitated.

Proposed Uses

Buildings 101 and 104, as former Bethlehem Steel and UIW office buildings, would be rehabilitated for office use and upgraded with the technological capabilities required for modern businesses. Building 104 at one point served as a medical office and hospital building and may return to a similar use. The former Bethlehem steel cafeteria (in Building 101) would remain a food production use, while the former powerhouse (Building 102) would become a restaurant or other retail or commercial use.

Rehabilitation Concept: Building 101

Building 101 is a five-story above street level office building that was constructed in 1917 using a concrete encased steel frame with brick and stone cladding. The building has two lower levels and a penthouse level. Although the proposed project’s code consultant has determined that a seismic retrofit is not required per Section 8-302.2 of the California Historic Building Code because Building 101 would be reused for the same occupancy for which it was originally intended, a voluntary seismic upgrade is being proposed to remediate several structural and nonstructural deficiencies, including interior hollow clay tile demising walls and lack of sufficient strength to meet current seismic standards. The seismic upgrade would install a concrete seismic restraint system and remove or encase the hollow clay tile walls, as warranted.

Returning Building 101 to use would require repairs at the historic exterior elevations, selected rehabilitation of historic interior spaces, selected new interior construction, and new construction to replace the existing residential penthouse at the roof. The existing lower level walkway along Illinois Street would be repaired to provide an accessible path of travel and entry into Building 101. An outdoor deck is also proposed to be installed on the roof of Building 101 adjacent to an existing single night watchman’s unit. The night watchman’s unit is currently approximately 475 GSF and would be enlarged to include additional GSF as part of the proposed project.

Changes to accommodate new users would be primarily focused on the interior and, specifically, the office wings, which would be opened up (removing demising walls) in order to accommodate open office uses and reduce seismic risk. Minimal replacement of historic assemblies and materials is anticipated. Where missing or severely deteriorated elements preclude repair, replacement would be based on existing matching examples and on the original drawing details, a full set of which is available. Due to the fragility of the historic interior fabric and the greater constraints in restoring this fine office building, the cold shell work would include doors and windows, rough in for electrical, plumbing and HVAC, elevator, and a higher level of finish. As tenants are secured, specific office, kitchen, and conference rooms, and the HVAC system would be constructed.
Rehabilitation Concept: Building 102

Building 102 is in fairly good condition and currently is in use as the powerhouse facility for the ship repair yard. To reuse this building as a restaurant or other commercial use, the proposed project would remove one or two of the four historic air compressors, add an exterior outdoor deck to the north, remove minimal existing interior partitions, and add the kitchen and restroom facilities needed for a restaurant use. The proposed project would include requisite repairs at the historic exterior elevations and roof and addition of an access ramp at the front (south), and alteration of several window openings for access to the exterior deck at the rear (north). The existing electrical systems, now serving the ship repair facility, would be moved and relocated in a manner to support the ship repair operation.

Rehabilitation Concept: Building 104

Building 104 presents another challenging, red-tagged building. It has very heavy loadbearing exterior brick walls, with floors that threaten to collapse during a major seismic activity. It also has an archaic structural design and lacks adequate exiting. Building 104 has experienced extensive changes over time. It was converted to a naval hospital in the 1940s, at which time additions and external stairs were added in the rear (north) side. Those additions are severely deteriorated and threaten the building stability.

The building would return to medical office and office use. Interior rehabilitation of Building 104 would consist of demolition of demising walls from the WWII era, rebuilding of the rotted portions of the rear addition areas, stubbing out infrastructure, addition of an elevator, and abatement of environmental conditions. Structural bracing would be required to meet seismic codes, although the exact locations are dependent on the specific future use.

Exterior changes would be limited to cleaning and repairing brick and stone masonry, repairing wood windows and doors, including selective replacement where in poor and irreparable condition, repairing and selectively replacing ornamental copper work at cornice, roof eave, and roof drainage assemblies, selectively replacing roofing, and replacing skylights. Where missing or damaged features would need to be replaced, such replacement would be based on original details. A dilapidated small wooden one story 1,200 square foot addition at the northeast corner of the building would be removed. To provide accessibility to the building, an elevator would be added within the existing vault space at the north side of the building.

Rehabilitation Concept Building 122 and 123

These one-story buildings are on the eastern and western sides of Building 104. Historically, they were used as “check houses” for workers entering the historic shipyard operation. Each would be rehabilitated as part of the proposed project with necessary repairs and minimal removal of interior features. Building 122 (780 GSF) is between Buildings 102 and 104. It would hold shared infrastructure facilities for the proposed project. Building 123 (536 GSF) would provide a small commercial leasing opportunity.

Parking, Access and Circulation

The secured entrance to the BAE Systems ship repair facility would be moved to the North, defining the beginning of Georgia Street that would eventually connect to the planned 19th Street extension. Limited surface parking and loading would be provided on the northern side of Buildings 101, 102, and 104. Approximately 65 off-street parking spaces would be provided within the ODI leasehold, replacing an existing parking area currently used by BAE Systems. An access ramp or stairs would be provided between Buildings 101 and 102 to navigate the grade change from 20th Street to the parking areas behind the buildings.
### Table A

**20th Street Historic Buildings**  
**Summary of Proposed Project**

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