

File No. 160054

Committee Item No. _____

Board Item No. 53

COMMITTEE/BOARD OF SUPERVISORS

AGENDA PACKET CONTENTS LIST

Committee: _____

Date: _____

Board of Supervisors Meeting

Date: January 26, 2016

Cmte Board

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| <input type="checkbox"/> | <input type="checkbox"/> | Department/Agency Cover Letter and/or Report |
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| <input type="checkbox"/> | <input type="checkbox"/> | Award Letter |
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OTHER

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| <input type="checkbox"/> | <input checked="" type="checkbox"/> | <u>BLA Report - January 15, 2016</u> |
| <input type="checkbox"/> | <input checked="" type="checkbox"/> | <u>Board Motion No. M16-002 - January 12, 2016</u> |
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Prepared by: John Carroll

Date: January 21, 2016

Prepared by: _____

Date: _____

1 [Urging Reimbursement from San Francisco Bay Area Super Bowl 50 Host Committee]

2
3 **Resolution urging Mayor Edwin Lee to immediately enter into a formal agreement with**
4 **the San Francisco Bay Area Super Bowl 50 Host Committee that will provide for full**
5 **reimbursement of the City's estimated General Fund expenditures of \$4,881,625; and**
6 **urging the Controller to conduct cost and projected revenue analyses before entering**
7 **into future agreements to host large events that are more than 24 hours in duration and**
8 **that require a fee to attend.**

9
10 WHEREAS, On August 9, 2012, the San Francisco Bay Area Super Bowl 50 Host
11 Committee ("Host Committee") submitted a bid to compete to host Super Bowl 50; and

12 WHEREAS, On May 21, 2013, the National Football League ("NFL") announced that
13 Super Bowl 50 would take place in Santa Clara, California, on February 7, 2016; and

14 WHEREAS, San Francisco will host a number of Super Bowl 50-related events,
15 including "Super Bowl City," which will take place at and around Justin Herman Plaza and Sue
16 Bierman Park between January 30 and February 7, 2016; and

17 WHEREAS, The City has undertaken extensive preparations for both the public and
18 private Super Bowl 50 events; and

19 WHEREAS, A number of City departments are anticipated to be involved in work
20 related to Super Bowl 50, including the Department of Emergency Management, the
21 Department of Public Works, the Office of Economic and Workforce Development, the Port of
22 San Francisco, the San Francisco Municipal Transportation Agency, the San Francisco Fire
23 Department, and the San Francisco Police Department; and

24 WHEREAS, On December 7, 2015, and January 11, 2016, the Board of Supervisors'
25 Land Use and Transportation Committee held hearings on the anticipated impacts, including

1 fiscal, environmental, and transit impacts, on the City and its residents from Super Bowl 50-
2 related events but was provided with limited responsive information; and

3 WHEREAS, On January 12, 2016, the Board of Supervisors approved Motion
4 No. 16-002, on file with the Clerk of the Board of Supervisors in File No. 151285, which is
5 hereby declared to be a part of this resolution as if set forth fully herein, directing the Budget
6 and Legislative Analyst to conduct a review of the City's revenues and expenditures
7 associated with hosting events related to Super Bowl 50; and

8 WHEREAS, On January 15, 2016, the Budget and Legislative Analyst published their
9 report stating that Super Bowl 50 events are estimated to cost the City \$4,881,625, on file with
10 the Clerk of the Board of Supervisors in File No. 160053, which is hereby declared to be a
11 part of this resolution as if set forth fully herein; and

12 WHEREAS, The Budget and Legislative Analyst reports that Departments have been
13 requested by the Mayor's Office to identify \$4,375,765 of surplus in their General Fund
14 allocations and/or redirect staff time and other resources to cover Super Bowl 50-related
15 expenses that were not budgeted for; and

16 WHEREAS, The majority of City departments did not include expenditures for Super
17 Bowl 50 events in their FY2015-2016 budgets; and

18 WHEREAS, The City of San Francisco currently has no formal agreement with either
19 the NFL or Host Committee, defining the roles and responsibilities of each party for hosting
20 Super Bowl 50 events in San Francisco; and

21 WHEREAS, The City of Santa Clara has an agreement with the Host Committee to be
22 reimbursed for the City's Super Bowl 50 expenditures; and

23 WHEREAS, During its planning process, the City did not conduct an analysis to
24 estimate the net financial impact for the City to host the scheduled Super Bowl events; and

1 WHEREAS, The Budget and Legislative Analyst recommends that the Board of
2 Supervisors requests the mayor to immediately enter into a formal agreement, subject to
3 approval by the Board of Supervisors, with the Host Committee that will provide for full
4 reimbursement of the City's estimated General Fund expenditures of \$4,375,765, as the City
5 of Santa Clara has done; and

6 WHEREAS, The Budget and Legislative Analyst's report found that without such an
7 agreement, the taxpayers of San Francisco will be subsidizing the NFL and the Host
8 Committee, which has reportedly raised \$50,000,000 thus far to pay for Super Bowl 50
9 events; and

10 WHEREAS, The NFL does not release detailed income and expense data, but in 2013,
11 the NFL reported \$9,200,000,000 in total revenue and paid its top executive \$44,000,000 in
12 2012; now, therefore, be it

13 RESOLVED, That the Board of Supervisors requests the Mayor to immediately enter
14 into a formal agreement, subject to Board of Supervisors' approval, with the Host Committee
15 that shall provide for full reimbursement of the City's estimated General Fund expenditures of
16 \$4,375,765, as the City of Santa Clara has done; and, be it

17 FURTHER RESOLVED, That the Board of Supervisors urges the Controller to conduct
18 cost and projected revenue analyses before entering into any future agreements to host large
19 events that are more than 24 hours in duration and that require a fee to attend.

CITY AND COUNTY OF SAN FRANCISCO
BOARD OF SUPERVISORS
BUDGET AND LEGISLATIVE ANALYST
1390 Market Street, Suite 1150, San Francisco, CA 94102
(415) 552-9292 FAX (415) 252-0461

January 15, 2016

Supervisor John Avalos and Members of the San Francisco Board of Supervisors
Room 244, City Hall
1 Dr. Carlton B. Goodlett Place
San Francisco, CA 94102-4689

Dear Supervisor Avalos and Members of the Board of Supervisors:

In accordance with Motion 16-002, adopted by the Board of Supervisors on January 12, 2016, the Budget and Legislative Analyst conducted an analysis of the City's revenues and expenditures associated with hosting events related to Super Bowl 50.

Executive Summary

- At least an estimated 1 million visitors will attend Super Bowl 50 events in San Francisco over a nine-day period from January 30, 2016 through February 7, 2016. The three major public events to take place in San Francisco are: (1) Super Bowl City Presented by Verizon, (2) The City Stage Presented by Levi's, and (3) the National Football League (NFL) Experience Driven by Hyundai, described below. Super Bowl City and the City Stage will be executed by the Host Committee, which is the liaison between the NFL and the local community, while the NFL is executing the NFL Experience.
- The General Fund expenditures for services provided to Super Bowl 50 public events are estimated to cost the City \$4,881,625. Although the NFL announced in May 2013 that the Bay Area would host Super Bowl 50, only the Fire Department and Department of Emergency Management included expenditures for Super Bowl 50 events in their FY 2015-16 budgets, totaling \$307,843. Therefore, net of \$307,843 in budgeted funds and \$198,017 in Department revenues and Host Committee reimbursements, \$4,375,765 still needs to be funded of the estimated \$4,881,625 in General Fund expenditures for Super Bowl 50 events. Departments have been requested by the Mayor's Office to identify \$4,375,765 of surplus in their General Fund allocations and / or redirect staff time and other resources from planned projects to support this extraordinary special event.
- Several City department staff told the Budget and Legislative Analyst that their budgets routinely include funds without specific event identification for department services to special events, such as Chinese New Year, Gay Pride, Fleet Week, and other annual events. However, Super Bowl 50 is a one-time event of significant size.

Budget and Legislative Analyst

The fact that City departments have now been able to identify General Fund surpluses in their FY 2015-16 budgets to pay for Super Bowl 50 events documents that the City departments' budgets have surpluses that were not accurately reported to the Board of Supervisors during its FY 2015-16 budget review. This fact represents a nondisclosure to the Board of Supervisors of significant expenditures to be incurred on Super Bowl 50 events and represents a disservice to the Board of Supervisors in the Board's review of the City's annual budget.

- There is no written agreement, other than the original Bid, between the City and the Host Committee or NFL on the roles and responsibilities of each party for Super Bowl 50 events in San Francisco. As part of the Bid, the Fire, Police, and Emergency Management Departments signed letters of assurance to not seek reimbursement from the NFL for providing additional public safety services in support of public events related to the Super Bowl. Neither the NFL nor the Host Committee has signed any other agreements with other City Departments. Only two City Departments, the Recreation and Park Department and the Fire Department, are to be reimbursed by the Host Committee for providing City services. Such reimbursements total only an estimated \$104,257 of the total estimated General Fund costs to the City of \$4,881,625.
- On the contrary, the City of Santa Clara has a an agreement with the Host Committee that outlines government services to support Super Bowl events and contains provision for reimbursement to the City of Santa Clara. That agreement was approved by the Santa Clara City Council. According to the Assistant City Manager, the City of Santa Clara has reached an agreement with the Host Committee to reimburse all City expenses associated with hosting Super Bowl 50, including public safety services, fire, and emergency medical services. The reimbursement from the Host Committee to Santa Clara is expected to be \$3,597,300 to cover all additional public safety and other government services.
- The Budget and Legislative Analyst recommends that the Board of Supervisors request the Mayor to immediately enter into a formal agreement, subject to Board of Supervisors approval, with the Host Committee that provides for full reimbursement of the City's estimated General Fund expenditures of \$4,881,625, as the City of Santa Clara has done. To not have such an agreement would result in a subsidy to the NFL and the Host Committee, which reportedly has raised \$50 million to pay for Super Bowl 50 events. As noted below, in 2013 the NFL reported \$9.2 billion in total revenues, which is larger than the City's FY 2015-16 budget of \$8.9 billion.

1. The City's Bid for Super Bowl 50

The Bid for Super Bowl 50

In 2012, a group of private citizens formed the Super Bowl Regional Bid Committee to organize a bid for the San Francisco Bay Area to host Super Bowl 50. The formation and intention of the Bid Committee was endorsed by resolution of the Board of Supervisors (File 12-1040). The Bid Committee was composed of prominent Bay Area executives and former government officials.

The purpose of the Bid Committee was to work with City officials and other public and private sector stakeholders to put together a plan for the City and the region to host the Super Bowl and related events and present that plan to the National Football League (NFL) in an effort to acquire the rights to host Super Bowl 50. According to a January 12, 2016 memo from the Santa Clara City Manager's Office, the NFL required local jurisdictions proposing to host the Super Bowl to provide "assurances on public safety services, fire and emergency medical services and other government services to support the Super Bowl and related events." In May 2013, the NFL announced that the Bay Area would host Super Bowl 50.¹ The Super Bowl 50 game is scheduled to take place in Santa Clara on Sunday February 7, 2016 with nine days of public and private events in San Francisco during the week before beginning on January 30, 2016.

City staff interviewed by the Budget and Legislative Analyst² believe that the Bid outlined City services to be provided to support Super Bowl 50 events and outlined terms of reimbursement for these services. However, none of these staff had reviewed the Bid document or were able to furnish to the Budget and Legislative Analyst with such a Bid document. Because the Bid was not a contract for services, it did not require approval by the Board of Supervisors.

The Host Committee

The Host Committee is in charge of all planning and production of Super Bowl 50 and associated events and is the liaison between National Football League and the local community.³ It is composed of a 49 professional staff and an advisory group of 43 prominent Bay Area residents of similar public profile to those on the Bid Committee (many on the Bid Committee are also on the Host Committee). According to one article in the San Francisco Chronicle, the Host Committee has raised \$50 million to pay for Super Bowl 50 events.⁴

¹ "Keith Bruce Tapped to Lead Bay Area Super Bowl Effort", Super Bowl 50 Host Committee: <http://tinyurl.com/z683jvg>

² Including Martha Cohen, Director of Special Events at the Mayor's Office, Bijan Karimi, Assistant Deputy Director at the Department of Emergency Management; Assistant Deputy Chief Shane Francisco, Fire Department; and Dana Ketcham, Director of Property Management, Permits and Reservations at Recreation and Parks Department.

³ "About the Super Bowl 50 Host Committee", Super Bowl 50 Host Committee: <http://tinyurl.com/hkj6vli>

⁴ Joe Garofoli, "Super Bowl committee raising millions, with little transparency", *San Francisco Chronicle*, January 2, 2016: <http://tinyurl.com/jhoip9k>

The National Football League

The National Football League is a privately held for-profit organization that manages professional football in the United States. The NFL does not release detailed income and expense data. However in 2013, the NFL reported \$9.2 billion in total revenue and paid its top executive \$44 million in 2012.⁵ The NFL's major sources of revenue include television fees and merchandise licensing.

Public Events in San Francisco

Although the Super Bowl game will take place in Santa Clara, there will be nine days of events in San Francisco leading up to the day of the game. The three major public events to take place in San Francisco are: (1) Super Bowl City Presented by Verizon, (2) The City Stage Presented by Levi's, and (3) the NFL Experience Driven by Hyundai, described below. Super Bowl City and the City Stage will be executed by the Host Committee while the NFL is executing the NFL Experience.

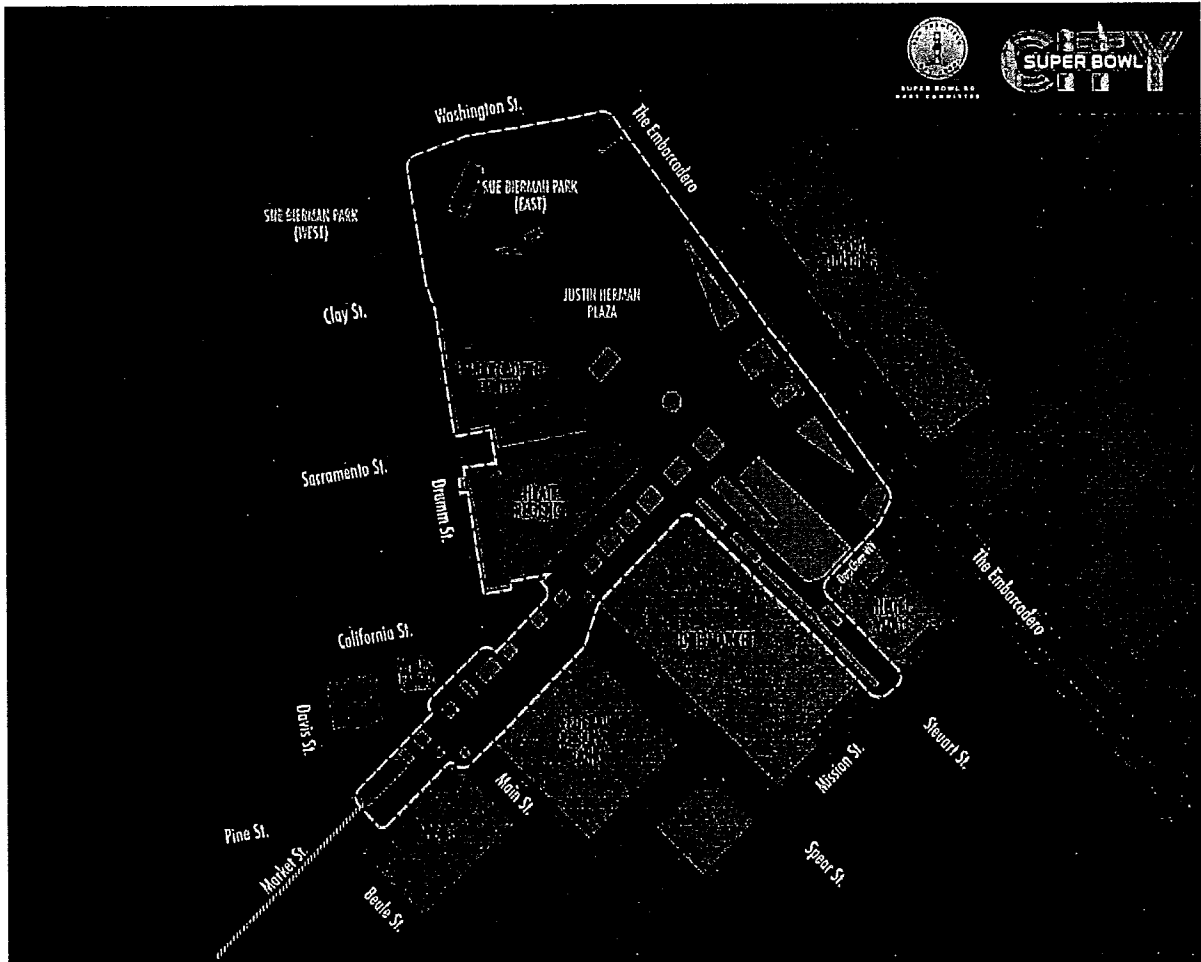
The Super Bowl 50 events in San Francisco will take place over a nine-day period from January 30 to February 7. Attendance is expected to be at least one million over the nine-day period.

Super Bowl City Presented by Verizon

Super Bowl City will take place from January 30 to February 7 from The Embarcadero to Drumm Street, along Market Street, and in Justin Herman. Exhibit 1 below shows the outline of the Super Bowl City. Super Bowl City is a free, public event that will include large television screens, interactive games, live music, and other entertainment for Super Bowl fans.

⁵ Ira Boudway, "The NFL's Secret Finances", *Bloomberg*, September 4, 2014:<http://tinyurl.com/hg4sw22>

Exhibit 1: Map of Super Bowl City



Source: Department of Emergency Management

The City Stage Presented by Levi's

Within the Super Bowl City area in Sue Bierman Park, the Host Committee is executing a series of live music events during Super Bowl week. The complete list of performers has not been made publicly available as of January 15, 2016.

NFL Experience Driven by Hyundai

The NFL is executing the NFL Experience, a ticketed event at the Moscone Center from January 30 to February 7. The event includes digital and physical games, displays of Super Bowl history, and a gift shop to sell Super Bowl and NFL merchandise.

2. City Departments' Estimated Expenditures for Services to Super Bowl 50

Estimated General Fund expenditures to be incurred by the City for services provided to Super Bowl 50 public events are \$4,881,625, as shown in Exhibit 2 below. As shown below, the largest commitments of City services are by the San Francisco Municipal Transportation Agency (SFMTA) and the Police Department. These expenditure estimates are net of reimbursements or department revenues, such as Muni fare revenues.

Exhibit 2: The City's Estimated Net General Fund Expenditures for Services to Super Bowl 50 Public Events

General Fund Departments	Estimated Expenditures	Department Revenues	Host Committee Reimbursement	Net Expenditures / (Revenues)
Economic and Workforce Development	\$50,000	\$0	\$0	\$50,000
Fire ^a	600,000	0	40,000	560,000
SFMTA ^b	2,384,711	45,841		2,338,870
Police ^a	1,500,000	0	0	1,500,000
Status of Women	85,000	0	0	85,000
Dept. of Technology	68,928	0	0	68,928
Rec and Park	64,257	42,199	64,257	(42,199)
Emergency Management	57,833	0	0	57,833
Public Works ^c	38,447	0	0	38,447
Sheriff *	32,449	5,720	0	26,729
General Fund Total ^d	\$4,881,625	\$93,760	\$104,257	\$4,683,608

Source: Budget Analyst Survey of City Departments

^a Police, Fire and Sheriff estimates represent the high estimate for expenditures and reimbursements

^b SFMTA revenues of \$45,841 consist of \$108,241 in Muni fares offset by \$62,400 in lost parking meter revenues

^c Department of Public Works expenditures are offset by \$29,305 funding from the Human Services Agency

^d Total revenues and reimbursements equal \$198,017

The Port and Moscone Center estimate that net rent and other revenues from private Super Bowl 50 events hosted by the Host Committee or NFL will generate net non-General Fund revenues of \$490,338, shown in Exhibit 3 below.

Exhibit 3: The Port and Moscone Center's Net Estimated non-General Fund Revenue from Super Bowl 50 Events

Non-General Fund Depts.	Rent, Fee, and Other Revenues ⁶	Expenditures	Net Revenues
Moscone Center	\$1,136,000	(\$700,000)	\$436,000
Port ^a	145,165	(90,827)	54,338
Non-General Fund Total	\$1,281,165	(\$790,827)	\$490,338

Source: Budget Analyst Survey of City Departments

^a The Port expects additional revenue from participation rents from its tenants, so the \$145,165 estimated revenue is a low-end estimate.

City departments did not include expenditures for Super Bowl 50 events in their FY 2015-16 budgets

Although the NFL announced in May 2013 that the Bay Area would host Super Bowl 50, only the Fire Department and Department of Emergency Management included expenditures for Super Bowl 50 events in their FY 2015-16 budgets. The Fire Department included \$250,000 in their FY 2015-16 budget and the Department of Emergency Management included \$57,843, totaling \$307,843. Therefore, of the estimated \$4,881,625 in General Fund expenditures for Super Bowl 50 events, \$4,375,765 still needs to be funded net of the Departments' budgeted costs, expected revenues and expected Host Committee reimbursements totaling \$505,860.⁷

Departments have been requested by the Mayor's Office to identify \$4,375,765 of surplus in their General Fund allocations and / or redirect staff time and other resources from planned projects to support this extraordinary special event. The potential surplus funding sources to fund these costs are summarized in Exhibit 4 below.

⁶ Moscone Center revenue estimates include \$511,000 in hotel tax revenues generated by the Moscone Expansion District.

⁷ The \$505,680 consists of \$307,843 in previously-budgeted funds and \$198,017 in expected department revenues and reimbursements, shown in Exhibit 2.

Exhibit 4: General Fund Sources for Super Bowl 50 Services

Dept.	Sources of funds
Economic & Workforce Development	* Operating budget
Fire	* Budget allocation, Host Committee reimbursement and salary savings
SFMTA	* Salary savings from attrition in non-Muni Divisions
Police	* Anticipated salary and fringe benefit savings
Status of Women	* Salary savings from attrition
Dept. of Technology	* Redirection of staff / resources
Rec and Park	* Host Committee reimbursement * Permit fees
Emergency Management	* Budget allocation
Public Works	* Partially funded by H.S.A. Public Service Trainee program
Sheriff	* Overtime savings

Source: Budget and Legislative Analyst survey of City Departments

Several City department staff told the Budget and Legislative Analyst that their budgets routinely include funds for department services to special events, such as Chinese New Year, Gay Pride, Fleet Week, and other annual events. However, Super Bowl 50 is a one-time event of significant size, with the expectation that 1 million visitors will attend events in the City over a nine-day period.

As shown above in Exhibit 4, Departments were able to identify surplus in their General Fund allocations primarily using salary savings. Given that Departments expect to absorb these additional costs without reimbursement and without seeking supplemental appropriation from the Board of Supervisors, the Budget and Legislative Analyst concludes that the City Departments' budgets contain surpluses that were not accurately reported to the Board of Supervisors during its annual budget review. These surplus funds are not required for Departments to provide routine, mandated, or planned government services. The current practice of many Departments is to use anticipated surpluses to pay for unanticipated costs rather than explicitly budget for such costs.

The details of each City Department's costs, budget impact, and expected reimbursement are described in the attachment to this report.

Estimates for City tax revenues are not yet available

During its planning process, the City did not conduct an analysis to estimate the net financial impact for the City to host the scheduled Super Bowl events. According to the Mayor's Budget Director in her January 12, 2016 memorandum, "the City anticipates a significant economic impact, including local tax revenues, related to the Super Bowl 50 events that otherwise would not have occurred". The Mayor's Office expects local tax revenues generated by Super Bowl 50 to offset the City's General Fund expenditures for these events, and has requested the Controller to conduct an independent analysis after the event to calculate the City's actual expenditures and revenues attributable to the Super Bowl 50 events.

3. Agreements Between the City, the Host Committee, and the NFL

There is no written agreement between the Host Committee and the City

Except for the Bid, there is no written agreement between the City and the Host Committee to provide or reimburse the City for government services to support Super Bowl 50 events. The Fire, Police, and Emergency Management Departments signed letters of assurance with the Host Committee to be included in the Bid packet that these Departments would not seek reimbursement from the NFL for costs to provide public safety services for Super Bowl 50. The letters of assurance do not preclude the City from seeking reimbursement from the Host Committee.

Only two City Departments, the Recreation and Park Department and the Fire Department, are to be reimbursed by the Host Committee for providing City services. The Recreation and Park Department has waived all park permits fees for Super Bowl City events in Justin Herman Plaza and Sue Bierman Park, which according to Department staff was required by the Bid. In turn, the Host Committee has agreed to reimburse all approved Recreation and Park staff time for staging the events. The Fire Department will provide ambulances in compliance with Emergency Medical Services Agency requirements for special events, and, according to Department staff, will be partially reimbursed by the Host Committee. No other City Department expects reimbursement from the Host Committee.

Santa Clara has a written agreement with the Host Committee to provide government services and for complete reimbursement of costs for services

The City of Santa Clara has an agreement with the Host Committee that outlines government services to support Super Bowl events and contains provision for reimbursement. The Government Services Agreement and the reimbursement amount were both reviewed and approved by the Santa Clara City Council. According to the Assistant City Manager, the City of Santa Clara has reached an agreement with the Host Committee to reimburse all City expenses associated with hosting Super Bowl 50, including public safety services, fire, and emergency medical services. Santa Clara negotiated with the Host Committee for reimbursement after conducting an analysis of Super Bowl's expected fiscal impact, which was determined to be negative. The reimbursement from the Host Committee to Santa Clara is expected to be \$3,597,300 to cover all additional public safety and other government services. Santa Clara will review its actual spending after the event and bill the Host Committee for the complete amount spent.

There is no written agreement between the City and the NFL

There is no written agreement between the City and the NFL that outlines each party's service responsibilities or terms of reimbursement. The commitments the City made to not seek reimbursement from the NFL for public safety services were with the Host Committee.

The City could seek reimbursement from the Host Committee

The City does not routinely have agreements with major sports events that define City services or seek reimbursement for City expenditures. However, the Budget and Legislative Analyst has not been directed by the Board of Supervisors to determine whether reimbursement for City expenditures at other major sports events is appropriate. The City provides police, fire, transit and other services to Giants games, World Series events, and other events without receiving reimbursement. Additionally, as part of the Bid, the City agreed to not seek reimbursement from the NFL for the City's public safety expenditures.

However, as noted above, the City of Santa Clara has an agreement with the Host Committee to be reimbursed for the City's Super Bowl 50 expenditures. The City of San Francisco currently has no formal agreement with either the NFL or Host Committee, defining the roles and responsibilities of each party for hosting Super Bowl 50 events in San Francisco. The Board of Supervisors should request the Mayor to enter into a formal agreement with the Host Committee that provides for full reimbursement of the City's expenditures, as the City of Santa Clara has done.

Conclusion

City Departments will have to identify \$4,375,765 of surplus funds in their General Fund allocations to absorb costs to provide additional government services to support Super Bowl 50 events. The City has no written agreement with the Host Committee or the NFL to be reimbursed for providing these government services. Santa Clara, which will host the Super Bowl game, is being fully reimbursed by the Host Committee for providing similar government services. The City should seek a similar reimbursement arrangement from the Host Committee to offset its General Fund costs.

Recommendation

The Budget and Legislative Analyst recommends that the Board of Supervisors request the Mayor to immediately enter into a formal agreement, subject to Board of Supervisors approval, with the Host Committee that provides for full reimbursement of the City's estimated General Fund expenditures of \$4,881,625, as the City of Santa Clara has done.

Report to Supervisor Avalos
January 15, 2016

Respectfully submitted,



Severin Campbell, Director
Budget and Legislative Analyst's Office

Project staff: Severin Campbell and Nicolas Menard

cc: President Breed
Supervisor Campos
Supervisor Cohen
Supervisor Farrell
Supervisor Kim
Supervisor Mar
Supervisor Peskin
Supervisor Tang
Supervisor Wiener
Supervisor Yee

Mayor Lee
City Administrator
Clerk of the Board
Jon Givner
Kate Howard
Controller

Attachment: City Department Expenditures to Support Super Bowl 50

Economic and Workforce Development

Exhibit 5: Summary of Economic and Workforce Development Costs

Dept.	Cost	Offset Amount	Offsets Description	Activities
Economic and Workforce Development	\$50,000	\$0	*None: staff costs to provide service would occur regardless of Super Bowl	* Coordinating local hire for SB50 related jobs * Information campaign to encourage local spending

Source: Budget and Legislative Analyst survey of City Departments, Mayor’s Budget Office

The Office of Economic and Workforce Development (OEWD) is incurring staffing costs for two major projects: (1) coordinating and enforcing local hiring for Super Bowl related jobs and (2) implementing a campaign to encourage spending at local businesses. The staffing costs to provide these services are within their base budget for their workforce development and local business programs and would be incurred regardless of the Super Bowl, as these are routine functions of the Department. OEWD is not seeking reimbursement from the Host Committee or the NFL.

Fire Department

Exhibit 6: Summary of Fire Department Costs

Dept.	Cost	Offset Amount	Offsets Description	Activities
Fire	\$550,000 - \$600,000	\$300,000 - \$350,000	* Budget allocation of \$250,000 * Reimbursement from Host Committee of \$35,000 - \$40,000 * Salary savings, \$260,000 - \$315,000	* Emergency Medical Services * Fire Suppression * Fire Inspection

Source: Budget and Legislative Analyst survey of City Departments

As shown above in Exhibit 6, the Fire Department will incur an estimated \$550,000 - \$600,000 of overtime expenses to provide additional fire suppression, fire inspection, and emergency medical services for Super Bowl City and the NFL Experience. The bulk of the expected additional overtime will come from providing emergency medical services. The provision of these services is guided by Policy 7010 of the Emergency Medical Services Agency, which outlines minimum services levels for special events. The Department’s overtime will be driven by staffing requirements for these special events and from maintaining minimum staffing levels Citywide in order to not interrupt citywide provision of emergency medical service.

The Fire Department was allocated \$250,000 in its FY 2015-16 budget to cover Super Bowl related overtime; however this will not be enough to cover the expected total cost of Department services to support the Super Bowl. To fund the remaining \$300,000 - \$350,000 of additional expected overtime, the Department is using General Fund salary savings that resulted from a Federal Emergency Management Agency Staffing for Adequate Fire and Emergency Response Grant. To support Super Bowl City, the Host Committee has agreed to partially reimburse the Fire Department for 2 – 3 Advanced Life Support Ambulances (depending on the day) for an estimated total of \$35,000 - \$40,000. However, because Policy 7010 requires the Department to provide more than 2 – 3 ambulances per day for this event, salary savings from the federal grant will be used to cover the remaining estimated overtime costs of \$260,000 - \$315,000.

The Fire Department signed a letter of assurance with the Host Committee to be included in their Bid packet that it would not seek reimbursement from the NFL for costs to provide fire services for Super Bowl 50. However, there is no such agreement not to seek additional reimbursement from the Host Committee.

Municipal Transportation Agency

Exhibit 7: Summary of Municipal Transportation Agency Cost

Dept.	Cost	Offset Amount	Offsets Description	Activities
SFMTA	\$2,384,711	\$45,841	Additional fare revenue	* Additional muni transit (\$1,370,823) * Additional parking enforcement (\$734,035) * Communication campaign (\$194,350) * Planning & Misc. (\$85,502)

Source: Budget and Legislative Analyst survey of City Departments

The Municipal Transportation Agency (SFMTA) expects to incur an additional \$2,384,711 of additional services to support Super Bowl 50 events. Of the total amount, more than 87% or \$2,098,423 is due to additional staffing costs. Additional buses and trolleys will run while Super Bowl events are taking place, causing an estimated \$1,370,823 in additional transit services to support larger than normal visitors to the City. The SFMTA will also spend an additional \$734,035 on parking enforcement during the Super Bowl, \$194,350 for a communication campaign to inform users of re-routings, and \$85,502 for planning and taxi signage.

The SFMTA is expecting additional fare revenue to offset an estimated \$45,841 from its total costs. The Agency does not expect to be reimbursed from the Host Committee or the NFL for providing these additional services.

Police Department

Exhibit 8: Summary of Police Department Costs

Dept.	Cost	Offset Amount	Offsets Description	Activities
Police	\$1,000,000 - \$1,500,000	\$0	* Salary and benefit savings	* Additional law enforcement for Super Bowl City and NFL Experience

Source: Budget and Legislative Analyst survey of City Departments

The Police Department did not provide information to the Budget and Legislative Analyst for this report on its staffing plan for the upcoming Super Bowl or information on how this plan compares to similar large special events. According to Ms. Carolyn Welch, Budget Manager of the Police Department, the Department is basing its overtime estimate on previous large events such as the World Series and Gay Pride Weekend.

According to Ms. Welch, due to the Super Bowl and other special events the Department's overtime costs will likely exceed its overtime budget before the end of the fiscal year. However the Department has sufficient surplus in its overall General Fund allocation to cover these additional overtime costs. Ms. Welch expects the Department will seek re-appropriation approval from the Board of Supervisors to transfer a portion of its budgeted General Fund allocation to cover overtime costs. The transfer will most likely come from salary and fringe benefit savings.

The Police Department signed a letter of assurance with the Host Committee to be included in their Bid packet that it would not seek reimbursement from the NFL for costs to provide police services for Super Bowl 50. However, there is no such agreement not to seek additional reimbursement from the Host Committee.

Moscone Center

Exhibit 9: Summary of Costs for the Moscone Center

Dept.	Cost	Offset Amount	Offsets Description	Activities
Moscone Center	\$700,000	\$1,136,000	* Rents * Concession revenue	* Staging event space for NFL Experience

Source: Budget and Legislative Analyst survey of City Departments

The NFL Experience is scheduled to take place in the Moscone Center. The City contracts with a private management company to operate the Moscone Center, a publicly owned convention space. As part of that arrangement, the City incurs non-General Fund operating costs, including staging the space, traffic control, and janitorial services. The City also receives non-General Fund revenue from convention center rents, food and beverage concession, provision of electrical and telecommunication services, as well as a portion of hotel tax within the Moscone Expansion District. These non-General Fund revenues are estimated to be \$1,360,000 or \$436,000 more than the cost of operating the space for this event.

Department on the Status of Women

Exhibit 10: Summary of Department on the Status of Women Costs

Dept.	Cost	Offset Amount	Offsets Description	Activities
Status of Women	\$85,000	\$0	* Salary savings from FY14-15	* Anti-human trafficking campaign

Source: Budget and Legislative Analyst survey of City Departments

The Department on the Status of Women is using salary and benefits savings of \$85,000 to fund two contractors to fulfill an anti-human trafficking campaign. The salary and benefits savings is the result of a total of 12 months of salary and benefits savings between 2 vacancies. The campaign includes public outreach via bus signs and billboards, trainings for hotel and restaurant workers and the public, and translation of materials.

Port

Exhibit 11: Summary of Port Costs

Dept.	Cost	Offset Amount	Offsets Description	Activities
Port	\$90,827	\$145,165	* Rent of Port property by SB50 * Participation rent from existing tenants	* Staff time for special events planning and security

Source: Budget and Legislative Analyst survey of City Departments

Several public and private events will take place on Port property. As a result, the Port will incur non-General Fund expenses related to special event planning and security staffing. The Port expects to recuperate these costs through non-General Fund revenues composed of rental income from Port property leased directly by the SB50 Host Committee, from participation rents from its existing tenants, an increase in parking meter revenues during the event, and from fees collected for staging of temporary cellular towers on Port property. The Port was unable to estimate the full value of the participation rent, therefore the \$145,165 represents a low-end estimate of the total offsetting non-General Fund revenues the Port expects to receive related to Super Bowl events.

Department of Technology

Exhibit 12: Summary of Department of Technology Costs

Dept.	Cost	Offset Amount	Offsets Description	Activities
Dept. of Technology	\$68,928	\$0	* Redirection of staff time and resources from planned projects	* Oversee Host Committee connection to City Fiber from Wifi backhaul

Source: Budget and Legislative Analyst survey of City Departments

The Department of Technology is overseeing engineering work of the Host Committee as it connects to the City Fiber network to provide backhaul Internet connectivity for a temporary wireless network for Super Bowl City. This will allow wireless users in Super Bowl City to connect to the internet via City Fiber.

The team overseeing the connections would otherwise be maintaining or expanding the City's fiber network or public safety communications system. The cost in Exhibit 12 represents approximately 420 work hours, thus projects to expand City Fiber or maintain the public safety communication system have been delayed proportionally.

Recreation and Park Department

Exhibit 13: Summary of Recreation and Park Department Costs

Dept.	Cost	Offset Amount	Offsets Description	Activities
Rec and Park	\$64,257	\$106,456	* Reimbursement from Host Committee * Permit fees	* Labor costs to stage parks for events (\$64,257)

Source: Budget and Legislative Analyst survey of City Departments

The Recreation and Parks Department is in charge of approving permits for Super Bowl events to take place in public parks and preparing parks for these events. The main cost associated with this activity is staff time, which the Department estimates will cost a total of \$64,257. Staff time includes activities such as park patrol, grounds keeping, gardening, and electrician services.

The Department has two sources of offsetting revenues. The Host Committee has agreed to reimburse the Department for approved staff time related to public Super Bowl 50 events. In addition, the Department will collect \$41,467 in permits fees for use of Beach Chalet and Marina Green for Super Bowl 50 events, as well as \$732 to host large "50"s in the Palace of Fine Arts, Alamo Square, and Twin Peaks. The Department expects to collect additional permit revenue for use of Union Square, however the details of the event are not final and therefore no permit fee estimates are available for this report.

The Department waived permit fees for use of Justin Herman Plaza and Sue Bierman Park for Super Bowl City. According to the Department's Director of Property Management, Permits and Reservations, the Department considers Super Bowl City a City-sponsored event and therefore waived permit fees. The Department similarly waived permit fees for the reviewing stand for Chinese New Year's Parade, Fleet Week, the use of Civic Center for the Giants parades, the use of Civic Center for the 50th Anniversary of City Hall and parks for spectators for the America's Cup. The Budget and Legislative Analyst estimates that the Department would have received \$58,077 had it charged for use of public parks for Super Bowl City. The Department was unable to provide permits for Super Bowl City for this report, as the scope of the event was still being finalized.

Department of Emergency Management

Exhibit 14: Summary of Emergency Management Costs

Dept.	Cost	Offset Amount	Offsets Description	Activities
Emergency Management	\$57,843	\$0	* No offsetting revenues; Dept. received budget allocation	* Temp. Planner to coordinate City services

Source: Budget and Legislative Analyst survey of City Departments

The Department of Emergency Management requested a budget allocation to pay for a temporary planner to coordinate City services for Fleet Week and for the Super Bowl. The Department reported that half of those labor costs totaling \$57,833 are dedicated to planning for Super Bowl 50. To prepare for the Super Bowl, the Department has managed seven citywide planning meetings and workshops to test City plans against expected and worst case scenarios.

The Department of Emergency Management signed a letter of assurance with the Host Committee to be included in their Bid packet that it would not seek reimbursement from the NFL for costs to provide emergency services for Super Bowl 50. However, there is no such agreement not to seek additional reimbursement from the Host Committee.

Department of Public Works

Exhibit 15: Summary of Public Works Costs

Dept.	Cost	Offset Amount	Offsets Description	Activities
Public Works	\$38,447	\$0	* \$29,305 from the Human Service Agency via Public Service Trainee program (still General Fund cost)	* Labor costs to clean City streets and other public spaces

Source: Budget and Legislative Analyst survey of City Departments

As shown in Table 14, the Public Works Department is expecting to incur an estimated \$38,447 in labor costs to clean City streets and other public spaces around Super Bowl City and the NFL Experience. The Human Services Agency is funding \$29,305 of the total estimated \$38,477 through its Public Service Trainee program. This program provides employment opportunities for Human Services Agency clients at the Department of Public Works and the Recreation and Parks Department.

Sheriff's Department

Exhibit 16: Summary of Sheriff Department Costs

Dept.	Cost	Offset Amount	Offsets Description	Activities
Sheriff	\$32,449	\$5,720	* \$5,720 from City of Santa Clara * Overtime savings	* K9 Unit to support SFPD (\$5,243) * K9 Unit for Levi Stadium (\$5,720) * Security for NFL Owner's Dinner at City Hall (\$12,223) * Overtime to staff Emergency Operations Center (\$9,263)

Source: Budget and Legislative Analyst survey of City Departments

As shown above in Exhibit 16, the Sheriff's Department will incur an estimated \$32,449 in overtime expenses. The Department is still finalizing its staffing plan and may be able to fulfill some of its obligations using regular time, so the figures in the table above represent the high-end overtime estimates. The overtime is derived from four Super Bowl related activities: (1) \$5,243 to provide a K9 unit to support the Police Department's law enforcement activity, (2) \$5,720 to provide a K9 unit for Levi's Stadium, (3) \$12,223 to provide additional security in City Hall during the NFL Owner's Dinner on February 4, and (4) \$9,263 in overtime to staff the Department's Emergency Operations Center. The Sheriff's Department does not anticipate needing additional staffing for the jails, unless there is a mass arrest or some other unforeseen event.

The cost of providing the K9 unit to Levi Stadium will be fully reimbursed by the City of Santa Clara per a pre-existing agreement between the two cities. However, there is no plan for the Host Committee or the NFL to reimburse the Department's support of Super Bowl events, including providing additional security in City Hall for the NFL Owner's dinner.

1 [Budget and Legislative Analyst Review of Super Bowl 50 Revenue and Expenditures]

2
3 **Motion directing the Budget and Legislative Analyst to conduct a review of the**
4 **City's revenues and expenditures associated with hosting events related to**
5 **Super Bowl 50.**

6
7 WHEREAS, On August 9, 2012, the San Francisco Bay Area Super Bowl 50
8 Host Committee submitted a bid to compete to host Super Bowl 50; and

9 WHEREAS, On May 21, 2013, the National Football League announced that
10 Super Bowl 50 would take place in Santa Clara, California on February 7, 2016; and

11 WHEREAS, San Francisco will host a number of Super Bowl-related events
12 including the "Super Bowl City", which will take place at Justin Herman Plaza between
13 January 30 and February 7, 2016; and

14 WHEREAS, The City has undertaken extensive preparations for both the public
15 and private Super Bowl events; and

16 WHEREAS, A number of City departments are anticipated to be involved in work
17 related to the Super Bowl, including the Department of Emergency Management, the
18 Department of Public Works, the Office of Economic and Workforce Development, the
19 Port of San Francisco, the San Francisco Municipal Transportation Agency, the San
20 Francisco Fire Department, and the San Francisco Police Department; and

21 WHEREAS, On December 7, 2015, the Board of Supervisors Land Use and
22 Transportation Committee held a hearing on the anticipated impacts to the City from
23 Super Bowl-related events; and

24 WHEREAS, Heretofore the planning, negotiation, and mobilization of resources
25 in preparation for the Super Bowl-related events have been performed entirely by City

1 departments without official Board of Supervisors oversight or exercise of authority
2 despite the expenditure of what are expected to be significant resources; now,
3 therefore, be it

4 MOVED, That the Budget and Legislative Analyst is hereby directed to conduct
5 a review of the City's revenues, expenditures, staffing plans, and service disruptions
6 associated with hosting events related to Super Bowl 50.

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City and County of San Francisco

Tails

Motion: M16-002

City Hall
1 Dr. Carlton B. Goodlett Place
San Francisco, CA 94102-4689

File Number: 151285

Date Passed: January 12, 2016

Motion directing the Budget and Legislative Analyst to conduct a review of the City's revenues and expenditures associated with hosting events related to Super Bowl 50.


January 12, 2016 Board of Supervisors - APPROVED

Ayes: 10 - Avalos, Breed, Campos, Farrell, Kim, Mar, Peskin, Tang, Wiener and Yee

Excused: 1 - Cohen

File No. 151285

I hereby certify that the foregoing Motion was APPROVED on 1/12/2016 by the Board of Supervisors of the City and County of San Francisco.


Angela Calvillo
Clerk of the Board

Print Form

Introduction Form

By a Member of the Board of Supervisors or the Mayor

RECEIVED
BOARD OF SUPERVISORS
SAN FRANCISCO

Time stamp
or meeting date

2016 JAN 20 11:55

I hereby submit the following item for introduction (select only one):

- 1. For reference to Committee. (An Ordinance, Resolution, Motion, or Charter Amendment)
- 2. Request for next printed agenda Without Reference to Committee.
- 3. Request for hearing on a subject matter at Committee.
- 4. Request for letter beginning "Supervisor inquires"
- 5. City Attorney request.
- 6. Call File No. from Committee.
- 7. Budget Analyst request (attach written motion).
- 8. Substitute Legislation File No.
- 9. Reactivate File No.
- 10. Question(s) submitted for Mayoral Appearance before the BOS on

Please check the appropriate boxes. The proposed legislation should be forwarded to the following:

- Small Business Commission Youth Commission Ethics Commission
- Planning Commission Building Inspection Commission

Note: For the Imperative Agenda (a resolution not on the printed agenda), use a Imperative Form.

Sponsor(s):

Supervisor Jane Kim; Supervisor John Avalos; Supervisor Aaron Peskin; Supervisor David Campos

Subject:

Reimbursement from San Francisco Bay Area Super Bowl 50 Host Committee

The text is listed below or attached:

Resolution urging Mayor Ed Lee to immediately enter into a formal agreement with the San Francisco Bay Area Super Bowl 50 Host Committee that provides for full reimbursement of the City's estimated General Fund expenditures of \$4,881,625; and urging the Controller to conduct cost and projected revenue analyses before entering into agreement to host large events that are not 100% free and open to the public and last for more than 24 hours.

Signature of Sponsoring Supervisor:



For Clerk's Use Only: