

1 [Amended and Restated Disposition and Development Agreement - Treasure Island and
2 Yerba Buena Island]

3 **Resolution approving an Amended and Restated Disposition and Development**
4 **Agreement between the Treasure Island Development Authority and Treasure Island**
5 **Community Development, LLC, for certain real property located on Treasure Island and**
6 **Yerba Buena Island, including changes to the attached Financing Plan; making**
7 **findings under the California Environmental Quality Act; and affirming findings of**
8 **conformity with the General Plan, and the eight priority policies of Planning Code,**
9 **Section 101.1(b).**

10
11 WHEREAS, In 1997, the City created the Treasure Island Development Authority (the
12 “Authority” or “TIDA”) to serve as the entity responsible for the reuse and development of
13 former Naval Station Treasure Island consisting of approximately 550 acres on Treasure
14 Island and Yerba Buena Island; and

15 WHEREAS, In 2003, the Authority Board of Directors selected Treasure Island
16 Community Development, LLC (“TICD” or “Developer”) as the master developer for portions of
17 Treasure Island and Yerba Buena Island; and

18 WHEREAS, The Developer proposed developing the Treasure Island/Yerba Buena
19 Island Project (“Project”), which anticipated 1) up to 8,000 new residential units, at least 25%
20 of which (2,000 units) would be made affordable to a broad range of very-low to moderate
21 income households; 2) adaptive reuse of approximately 311,000 square feet of historic
22 structures; 3) up to approximately 140,000 square feet of new retail uses and 100,000 square
23 feet of commercial office space; 4) approximately 300 acres of parks and open space; 5) new
24 and/or upgraded public facilities, including a joint police/fire station, a school, facilities for the
25

1 Treasure Island Sailing Center, and other community facilities; 6) up to 500 hotel rooms
2 across 2-3 sites; 7) landside improvements for a new 400 slip marina; and 8) transportation
3 infrastructure, including a ferry/quay intermodal transit center; and

4 WHEREAS, On June 7, 2011, pursuant to Resolution No. 241-11, which the Mayor
5 signed on June 13, 2011, the Board of Supervisors unanimously approved the Disposition and
6 Development Agreement (“2011 DDA”) and other transaction documents, which Resolution is
7 on file with the Clerk of the Board of Supervisors in File No. 110291 and is incorporated herein
8 by reference; and

9 WHEREAS, On June 14, 2011, pursuant to Ordinance No. 95-11, the Board of
10 Supervisors approved the Development Agreement for the Project between the City and
11 County of San Francisco (the “City”) and Developer, which the parties executed on June 28,
12 2011; and

13 WHEREAS, Transforming Treasure Island and Yerba Buena Island into a new San
14 Francisco neighborhood has required a staggering amount of upfront engineering work to
15 geotechnically transform the land and install new infrastructure and utilities; and

16 WHEREAS, Since 2011, the Developer has invested over \$800 Million into the Project
17 which has resulted in significant progress towards completion of the first stage of construction
18 with nearly 1,000 new homes along with completed public parks and utilities, public art, new
19 streets, and regular ferry service; and

20 WHEREAS, Over 100 units of new affordable housing attributable to the Project are
21 open and occupied on Treasure Island, with another approximately 200 units currently under
22 construction; and

23 WHEREAS, The progress on Treasure Island and Yerba Buena Island is a reflection of
24 a public-private partnership spanning more than twenty years committed to the vision for a
25 new Treasure Island; and

1 WHEREAS, Continuing the Project is more important now than ever, as Treasure
2 Island’s 8,000 planned housing units represent one-tenth of the City’s housing production
3 goals established under its Housing Element 2022 Update of the General Plan and the
4 Mayor’s Housing for All implementation strategy, and the Treasure Island Project is the City's
5 largest project underway in a moment when there is a tremendous push to build new housing
6 in San Francisco; and

7 WHEREAS, Various factors such as increases in construction and labor costs, a
8 worldwide pandemic, rising interest rates and a slowing of the real estate market have put
9 unanticipated pressures on the Project that could delay construction of the next phase without
10 near-term accelerated public financing; and

11 WHEREAS, The Developer has shared economic projections demonstrating the
12 financial constraints facing the Project, including the inability to secure traditional financing for
13 the construction of Stage 2 infrastructure; and

14 WHEREAS, TIDA, the Developer, and the Office of Economic and Workforce
15 Development (“OEWD”) have been in conversation with the City since early 2023 to identify
16 areas of possible change that could improve the delivery, financial feasibility, and
17 sustainability of the Project; and

18 WHEREAS, OEWD has lead an effort with TIDA, the Developer, the City
19 Administrator’s Office, Controller’s Office, Mayor’s Office, and the Planning Department to re-
20 open certain areas of the 2011 DDA, the Development Agreement, and the Planning Code,
21 Zoning Map, and Design for Development as they relate to the Treasure Island/Yerba Buena
22 Island Special Use District, to improve the feasibility and delivery of the Project as well as
23 reaffirm certain existing provisions; and

24 WHEREAS, TIDA, the City and the Developer are committed to ensuring that the
25 Project does not lose momentum, particularly as the island and its services become more

1 integrated into the city fabric as a result of the new housing units, parks, utilities, public art,
2 ferry terminal, and streets that have been completed to date; and

3 WHEREAS, The proposed amendments to certain terms of the existing transaction
4 documents for the Project will, among other things, 1) accelerate reimbursement of eligible
5 project costs through public financing for the next construction phase, called Stage 2, which
6 phase will include infrastructure necessary to allow for the construction of new parks and
7 shoreline improvements, and market rate and affordable housing parcels for approximately
8 1,300 units of new housing; 2) retain the existing public benefits package as approved in the
9 2011 DDA, such as the overall affordable housing requirement of 27.2% and delivery of parks
10 and open space; 3) defer accrual of costs where possible to improve financial feasibility such
11 as extending the completion dates for certain facilities and reallocating a limited number of
12 inclusionary units to future phases; 4) increase flexibility on timing of Developer subsidies and
13 how they can be used; 5) increase the DDA term to 40 years; 6) increase flexibility on how
14 certain parcel lots may be sold to allow for earlier additional funds into the Project; and
15 7) update the 2011 DDA to reflect current City practice, such as any public art fee be paid to
16 the Department of Building Inspection instead of TIDA; and

17 WHEREAS, The proposed amendments will not change the general framework of the
18 2011 DDA whereby the Developer will continue to 1) be obligated to invest hundreds of
19 millions of dollars of private capital in the initial construction of public infrastructure, affordable
20 housing, and community benefits, and 2) have the right to develop the Project in a series of
21 major phases and sub-phases and to sell or ground lease developable lots to vertical
22 developers for development, all in accordance with all of the governing land use and
23 entitlement documents; and

24 WHEREAS, The proposed amendments will be set forth in an Amended and Restated
25 Disposition and Development Agreement (“A&R DDA”), which A&R DDA includes, among

1 certain exhibits, the Financing Plan and Housing Plan, all of which are on file with the Clerk of
2 the Board of Supervisors in File No. 240202 and incorporated herein by reference; and

3 WHEREAS, Stage 2 includes two planned affordable housing buildings with
4 approximately 250 units total and a 240-bed behavioral health building project to be delivered
5 by the Department of Public Health; and

6 WHEREAS, The amendments to the Financing Plan describe the City's intent to
7 accelerate up to a maximum of \$115 million of general fund-backed public financing into the
8 Project ("Stage 2 Alternative Financing"), expected to be structured as one or more lease
9 certificates of participation, with the City reserving the discretion to structure the Stage 2
10 Alternative Financing through other public financing vehicles that are not secured by a pledge
11 of Project special taxes or net available increment, to support continued construction of
12 Stage 2 infrastructure necessary to allow for the development of new parks and shoreline
13 improvements, and market rate and affordable housing parcels for approximately 1,300 units
14 of new housing anticipated to occur within the next 3-5 years, by reimbursing the Developer
15 for eligible Stage 2 qualified project costs sooner than they otherwise would be reimbursed
16 through the existing public financing structure; and

17 WHEREAS, The Stage 2 Alternative Financing is anticipated to be structured over the
18 next 3-5 years, tied to the expected capital expenditures for the Stage 2 infrastructure, and the
19 Developer would be reimbursed after the Developer has satisfied various conditions for
20 issuance of such public financing and reimbursement from such proceeds; and

21 WHEREAS, A fiscal impact study was completed by City fiscal consultant Keyser
22 Marston Associates and projects that Treasure Island and Yerba Buena Island will generate
23 an average of approximately \$4.4 million per year in ongoing net recurring general fund
24 revenues from fiscal year 2025 thru fiscal year 2030, with an additional approximately \$10
25 million per year in transfer taxes and one-time construction related revenues contingent on

1 assumed land sales and unit sales in this time period, and that by fiscal year 2040, the net
2 recurring revenues generated from Treasure Island and Yerba Buena Island (not including
3 transfer taxes or one-time construction related revenues) are projected to exceed annual
4 required debt service payments for up to \$115 million of Stage 2 Alternative Financing; and

5 WHEREAS, If the proposed changes to the Financing Plan are approved by the Board
6 of Supervisors, the Development Agreement will need to be amended as the amended
7 Financing Plan will need to replace the existing Financing Plan exhibit to the Development
8 Agreement; and

9 WHEREAS, If the proposed amendments to the 2011 DDA and Development
10 Agreement are approved authorizing the Stage 2 Alternative Financing, City staff will return at
11 a future date to request Board of Supervisors authorization to proceed with the Project
12 specific Stage 2 Alternative Financing; and

13 WHEREAS, On March 5, 2024, Mayor London Breed and Supervisor Matt Dorsey co-
14 sponsored and introduced legislation at the Board of Supervisors to approve the A&R DDA,
15 an amendment to the Development Agreement, and amendments to the Planning Code and
16 Zoning Map; and

17 WHEREAS, The A&R DDA was presented to the TIDA Board of Directors at a duly
18 noticed public meeting on March 13, 2024, and the TIDA Board voted to approve the A&R
19 DDA pursuant to Resolution No. 24-10-0313, a copy of which is on file with the Clerk of the
20 Board of Supervisors in File No. 240202 and incorporated herein by reference; and

21 WHEREAS, The Planning Department and TIDA prepared an Environmental Impact
22 Report for the Project under the California Environmental Quality Act ("CEQA," Public
23 Resources Code Sections 21,000 et. seq;) and the CEQA Guidelines (14 Cal. Code Regs.
24 Sections 15,000 et seq,); and

1 WHEREAS, On April 21, 2011, pursuant to Authority Resolutions Nos. 11-1404/21 and
2 11-18-04/21 and Planning Commission Motion No. 18325, the Planning Commission and the
3 Authority Board in a joint session unanimously approved a series of entitlement and
4 transaction documents for the Project, including certain environmental findings under CEQA,
5 a Mitigation Monitoring and Reporting Program, a Development Agreement for the Project,
6 and other transaction documents; and

7 WHEREAS, On June 7, 2011, pursuant to Resolution No. 246-11, the Board of
8 Supervisors unanimously confirmed certification of the Final Environmental Impact Report
9 (“FEIR”) for the Project, and made certain environmental findings under CEQA, including
10 adoption of a Mitigation Monitoring and Reporting Program and a Statement of Overriding
11 Considerations, which resolution is on file with the Clerk of the Board of Supervisors in File
12 No. 110328 and is incorporated herein by reference; and

13 WHEREAS, CEQA mandates that “when an environmental impact report has been
14 prepared for a project, no subsequent or supplemental environmental impact report shall be
15 required by the lead agency,” unless the lead agency determines, on the basis of substantial
16 evidence that the project or its circumstances have changed, or there is new information, and
17 that those changes or new information would cause new significant impacts, or a substantial
18 increase in the severity of previously identified impacts (CEQA Section 21166; CEQA
19 Guidelines Section 15162); and

20 WHEREAS, CEQA authorizes lead agencies to prepare addenda to previously-
21 prepared environmental documents when they consider adopting a revised project, and the
22 conditions for requiring additional environmental review are not met (CEQA Guidelines
23 Section 15164); and

24 WHEREAS, The Planning Department prepared an Addendum to the FEIR to analyze
25 the impacts of the A&R DDA (including changes to the Financing Plan and the Housing Plan,

1 both of which are exhibits to the A&R DDA) and concurrent changes proposed to the
2 Development Agreement and Planning Code and Zoning Map controls for the Project; and

3 WHEREAS, The addendum concluded that no supplemental or subsequent
4 environmental review is required for the A&R DDA (including changes to the Financing Plan
5 and the Housing Plan, both of which are exhibits to the A&R DDA) and concurrent changes
6 proposed to the Development Agreement, Planning Code and Zoning Map controls for the
7 Project, because the environmental impacts of these actions were adequately identified and
8 analyzed under CEQA in the FEIR, and the A&R DDA (including changes to the Financing
9 Plan and the Housing Plan, both of which are exhibits to the A&R DDA) and concurrent
10 changes proposed to the Development Agreement and Planning Code and Zoning Map
11 controls for the Project would not result in any new or more severe environmental impacts
12 than were identified previously; and

13 WHEREAS, On April 4, 2024 the Planning Commission, in Resolution No. 21541,
14 adopted findings that the actions contemplated in this resolution are consistent, on balance,
15 with the City's General Plan, and eight priority policies of Planning Code, Section 101.1, a
16 copy of which is on file with the Clerk of the Board in File No. 240198, and is incorporated
17 herein by reference; and

18 WHEREAS, On the same hearing date for this Resolution, the Board of Supervisors
19 will hear whether to pass an Ordinance amending the Planning Code and the Zoning Map to
20 implement adjustments to the Project controls, a copy of which is on file with the Clerk of the
21 Board of Supervisors in File No. 240199; and

22 WHEREAS, On the same hearing date for this Resolution, the Board of Supervisors
23 will hear whether to pass an Ordinance approving the amendment to the Development
24 Agreement for the Project that was necessary to reflect the changes to the Financing Plan
25

1 which is an exhibit to the Development Agreement, a copy of which is on file with the Clerk of
2 the Board of Supervisors in File No. 240198; and, now, therefore, be it

3 RESOLVED, That the Board of Supervisors has reviewed and considered the
4 addendum and the FEIR, and concurs with the Planning Department analysis and
5 conclusions, finding that the addendum adequately identified and analyzed the
6 environmental impacts of the proposed amendments, and that no additional environmental
7 review is required under CEQA Section 21166 and CEQA Guidelines Sections 15162-
8 15164, for the following reasons:

9 (A) The Project with the proposed amendments will not have any new
10 significant environmental effects or a substantial increase in the severity of previously
11 identified significant impacts, beyond what was analyzed in the FEIR; and,

12 (B) No substantial changes have occurred with respect to the circumstances
13 under which the Project with the proposed amendments would be carried out that would
14 lead to the involvement of new significant environmental effects, or a substantial increase in
15 the severity of effects identified in the FEIR; and,

16 (C) No new information of substantial importance to the Project analyzed in
17 the FEIR has become available, which would indicate that (i) the Project with the proposed
18 amendments will have significant effects not discussed in the FEIR; (ii) significant
19 environmental effects identified in the FEIR will be substantially more severe; (iii) mitigation
20 measures or alternatives found not feasible, which would reduce one or more significant
21 effects, have become feasible but the City and TIDA refuse to implement them; or
22 (iv) mitigation measures or alternatives, which are considerably different from those in the
23 FEIR, will substantially reduce one or more significant effects, but the City and TIDA refuse
24 to implement them; and, be it

1 FURTHER RESOLVED, That the Board of Supervisors affirms the findings of the
2 Planning Commission that the actions contemplated in this resolution are consistent, on
3 balance, with the City's General Plan, and eight priority policies of Planning Code,
4 Section 101.1, for the reasons set forth in Planning Commission Resolution No. 21541, and
5 the Board of Supervisors incorporates these findings by reference and adopts these
6 findings as its own; and, be it

7 FURTHER RESOLVED, That the Board of Supervisors hereby approves the A&R DDA
8 and authorizes the Director of the Treasure Island Development Authority ("Director") to
9 execute the A&R DDA between TIDA and the Developer, with all exhibits to the A&R DDA,
10 including, but not limited to the Financing Plan and the Housing Plan in substantially the form
11 filed with the Clerk of the Board, and any additions, amendments, or other modifications to
12 such agreements (including, without limitation, its exhibits) that the Director, on behalf of
13 TIDA, determines, in consultation with the City Attorney, are in the best interests of TIDA and
14 the City, do not otherwise materially increase the obligations or liabilities of TIDA or the City or
15 materially decrease the benefits to TIDA or the City, and are necessary or advisable to
16 effectuate the purpose and intent of this Resolution; and, be it

17 FURTHER RESOLVED, That the Board of Supervisors encourages City staff to finalize
18 the terms of the Stage 2 Alternative Financing and bring the final terms to the Board of
19 Supervisors for authorization within the time frame City staff reasonably believe is beneficial
20 for the Project; and, be it

21 FURTHER RESOLVED, That to the extent that implementation of the A&R DDA
22 involves the execution and delivery of additional agreements, notices, consents, and other
23 instruments or documents by TIDA that have a term in excess of 10 years or anticipated
24 revenues of \$1 million or more, including, without limitation, instruments conveying
25 developable lots to vertical developers (including, without limitation, vertical disposition and

1 development agreements, ground leases, lease disposition and development agreements,
2 assignment and assumption agreements and permits to enter) (collectively, "Subsidiary
3 Agreements"), TIDA and the Director, in consultation with the City Attorney, are hereby
4 authorized to enter into all such Subsidiary Agreements so long as the transactions governed
5 by such Subsidiary Agreements are contemplated in the A&R DDA, do not otherwise
6 materially increase the obligations or liabilities of TIDA, and are necessary and advisable to
7 effectuate the purpose and intent of this Resolution, such determination to be conclusively
8 evidenced by the execution and delivery by such person or persons of any such documents;
9 and, be it

10 FURTHER RESOLVED, That the Board of Supervisors authorizes and urges the
11 Mayor, Controller, and any other officers, agents, and employees of the City to take any and
12 all steps (including the execution and delivery of any and all agreements, notices, consents
13 and other instruments or documents) as they or any of them deem necessary or appropriate,
14 in consultation with the City Attorney, in order to consummate the A&R DDA and any
15 Subsidiary Agreement in accordance with this Resolution, or to otherwise effectuate the
16 purpose and intent of this Resolution, such determination to be conclusively evidenced by the
17 execution and delivery by such person or persons of any such documents.

18
19
20
21
22
23
24
25

n:\legana\as2024\2400019\01742994.docx