

File No. 260551

Committee Item No. 1

Board Item No. 45

COMMITTEE/BOARD OF SUPERVISORS

AGENDA PACKET CONTENTS LIST

Committee: Government Audit and Oversight

Date: July 16, 2026

Board of Supervisors Meeting:

Date: July 28, 2026

Cmte Board

☐	☐	Motion
☒	☒	Resolution
☐	☐	Ordinance
☐	☐	Legislative Digest
☐	☐	Budget and Legislative Analyst Report
☐	☐	Youth Commission Report
☐	☐	Introduction Form
☐	☐	Department/Agency Cover Letter and/or Report
☐	☐	MOU - FY2022-2024 - Clean
☐	☐	MOU - FY2022-2024 - Redline
☐	☐	Grant Information Form
☐	☐	Grant Budget
☐	☐	Subcontract Budget
☐	☐	Contract / DRAFT Mills Act Agreement
☐	☐	Form 126 – Ethics Commission
☐	☐	Award Letter
☐	☐	Application
☐	☐	Public Correspondence

OTHER

☒	☒	<u>CON Memo 063026</u>
☒	☒	<u>MYR Memo 063026</u>
☐	☒	<u>ADM Presentation 071626</u>
☐	☐	<u> </u>
☐	☐	<u> </u>
☐	☐	<u> </u>
☐	☐	<u> </u>

Prepared by: Monique Crayton

Date: July 24, 2026

Prepared by: Monique Crayton

Date: July 10, 2026

Prepared by:

Date:

1 [Resolution of Intention to Issue Bonds - Annexation of Property to Infrastructure and
2 Revitalization Financing District No. 1 (Treasure Island)]

3 **Resolution of intention to issue bonds as a result of an annexation of property to the**
4 **City and County of San Francisco Infrastructure and Revitalization Financing District**
5 **No. 1 (Treasure Island) as new project areas and determining other matters in**
6 **connection therewith, as defined herein.**

7
8 WHEREAS, Naval Station Treasure Island ("NSTI") is a former United States Navy
9 base located in the City and County of San Francisco ("City") that consists of two islands
10 connected by a causeway: (1) Treasure Island, and (2) an approximately 90-acre portion of
11 Yerba Buena Island; and

12 WHEREAS, Under the Treasure Island Conversion Act of 1997, which amended
13 California Health and Safety Code, Section 33492.5 and added Section 2.1 to Chapter 1333
14 of the Statutes of 1968, the California Legislature: (i) designated the Treasure Island
15 Development Authority, a California non-profit public benefit corporation ("TIDA"), as a
16 redevelopment agency under California redevelopment law with authority over NSTI upon
17 approval of the City's Board of Supervisors, which approval was granted in 1997, and (ii) with
18 respect to those portions of NSTI which are subject to Tidelands Trust, vested in TIDA the
19 authority to administer the public trust for commerce, navigation and fisheries as to such
20 property; and

21 WHEREAS, In 2003, after a competitive bid process, the TIDA Board of Directors
22 selected Treasure Island Community Development, LLC ("Developer") as the master
23 developer for portions of Treasure Island and Yerba Buena Island; and

24 WHEREAS, The Developer proposed developing the Treasure Island/Yerba Buena
25 Island Project ("Project"), which anticipated (1) up to 8,000 new residential units, at least 25%

1 of which (2,000 units) would be made affordable to a broad range of very-low to moderate
2 income households; (2) adaptive reuse of approximately 311,000 square feet of historic
3 structures; (3) up to approximately 140,000 square feet of new retail uses and 100,000 square
4 feet of commercial office space; (4) approximately 300 acres of parks and open space; (5)
5 new and/or upgraded public facilities, including a joint police/fire station, a school, facilities for
6 the Treasure Island Sailing Center, and other community facilities; (6) up to 500 hotel rooms
7 across 2-3 sites; (7) landside improvements for a new 400 slip marina; and (8) transportation
8 infrastructure, including a ferry/quay intermodal transit center; and

9 WHEREAS, On April 21, 2011, the Planning Commission by Motion No. 18325 and the
10 Board of Directors of TIDA, by Resolution No. 11-14-04/21, as co-lead agencies, certified the
11 completion of the Final Environmental Impact Report for the Project ("FEIR"), and
12 unanimously approved a series of entitlement and transaction documents relating to the
13 Project, including certain environmental findings under the California Environmental Quality
14 Act ("CEQA"), a mitigation and monitoring and reporting program ("MMRP"), and the Original
15 DDA (defined below), the Original Development Agreement (defined below) and other
16 transaction documents; and

17 WHEREAS, On June 7, 2011, in Motion No. M11-0092, the Board of Supervisors
18 unanimously affirmed certification of the FEIR and on that same date, the Board of
19 Supervisors, in Resolution No. 246-11, adopted CEQA findings and the MMRP, and made
20 certain environmental findings under CEQA; on June 14, 2011, the Board of Supervisors, in
21 Ordinance No. 95-11, approved the Original DDA and other transaction documents, including
22 the Transportation Plan and Infrastructure Plan; and

23 WHEREAS, Pursuant to Resolution No. 242-11, adopted by the Board of Supervisors
24 on June 7, 2011, the United States of America, acting by and through the Department of the
25 Navy ("Navy"), and TIDA entered into that certain Economic Conveyance Memorandum of

1 Agreement (as amended and supplemented from time to time, the "Conveyance Agreement")
2 that governs the terms and conditions for the transfer of NSTI from the Navy to TIDA; and

3 WHEREAS, Pursuant to Resolution No. 241-11, adopted by the Board of Supervisors
4 on June 7, 2011, TIDA and the Developer entered into that certain Disposition and
5 Development Agreement (Treasure Island/Yerba Buena Island) dated June 28, 2011 (the
6 "Original DDA") that governs the disposition and development of a portion of NSTI (the
7 "Project Site") after the Navy's transfer of NSTI to TIDA in accordance with the Conveyance
8 Agreement; the Original DDA included a Financing Plan (Treasure Island/Yerba Buena Island)
9 ("Original Financing Plan"), that governs the establishment of one or more infrastructure
10 financing districts to finance the construction and acquisition of certain real and tangible
11 property; and

12 WHEREAS, Pursuant to Ordinance No. 95-11 passed by the Board of Supervisors on
13 June 14, 2011, the City and the Developer entered into that certain Development Agreement
14 dated for reference purposes only as of June 28, 2011 ("Original Development Agreement")
15 related to the Project Site to eliminate uncertainty in the City's land use planning for the
16 Project Site and secure orderly development of the Project consistent with the Original DDA
17 and other applicable requirements, and the Original Financing Plan was also an exhibit to the
18 Original Development Agreement; and

19 WHEREAS, On January 24, 2012, pursuant to Resolution No. 11-12, the Board of
20 Supervisors rescinded designation of TIDA as the redevelopment agency for Treasure Island
21 under California Community Redevelopment Law but such rescission does not affect TIDA's
22 status as the Local Reuse Authority for NSTI or the Tidelands Trust trustee for the portions of
23 NSTI subject to the Tidelands Trust, or any of the other powers or authority; and

24 WHEREAS, Under Chapter 2.6 of Part 1 of Division 2 of Title 5 of the California
25 Government Code, commencing with Section 53369 ("IRFD Law"), this Board of Supervisors

1 is authorized to establish an infrastructure and revitalization financing district and to act as the
2 legislative body for an infrastructure and revitalization financing district; and

3 WHEREAS, Pursuant to IRFD Law, Section 53369.5, an infrastructure and
4 revitalization financing district may be divided into project areas, and the legislative body of an
5 infrastructure and revitalization financing district may, at any time, add territory to a district or
6 amend the infrastructure financing plan for the district by conducting the same procedures for
7 the formation of a district or approval of bonds as provided in the IRFD Law; and

8 WHEREAS, Pursuant to Resolution No. 503-16, adopted by the Board of Supervisors
9 on December 6, 2016, and signed by the Mayor on December 16, 2016, the Board of
10 Supervisors resolved, among other things, to establish the City and County of San Francisco
11 Infrastructure and Revitalization Financing District No. 1 (Treasure Island) ("IRFD"), and that
12 future annexations of property on Yerba Buena Island and Treasure Island into the IRFD may
13 occur at any time after formation of the IRFD, but only if the Board of Supervisors has
14 completed the procedures set forth in an infrastructure financing plan; and

15 WHEREAS, Pursuant to the Original Financing Plan and the IRFD Law, the Board of
16 Supervisors passed Ordinance No. 21-17 on January 31, 2017, which the Mayor signed on
17 February 9, 2017 ("IRFD Formation Ordinance"), pursuant to which the Board of Supervisors
18 declared the IRFD and certain initial project areas within the IRFD (collectively, "Initial Project
19 Areas," and together with any future project areas that may be established in the IRFD, the
20 "Project Areas") to be fully formed with full force and effect of law; and

21 WHEREAS, Pursuant to the IRFD Formation Ordinance, the Board of Supervisors also
22 approved an infrastructure financing plan for the IRFD, which infrastructure financing plan was
23 subsequently amended and restated by the Board of Supervisors pursuant to Ordinance No.
24 29-22, which was passed by the Board of Supervisors on February 15, 2022, and signed by
25 the Mayor on February 25, 2022 ("IFP"); and

1 WHEREAS, the IFP lists the following procedures for annexation of property to the
2 IRFD:

- 3 (i) this Board of Supervisors adopts a Resolution of Intention to annex property
4 ("annexation territory") into the IRFD and describes whether the annexation
5 territory will be included in one of the then-existing Project Areas or in a new
6 Project Area,
- 7 (ii) this Board of Supervisors adopts a Resolution of Intention to issue bonds
8 secured by the Net Available Increment (as defined in the IFP) for the IRFD as a
9 whole as a result of the additional bonding capacity generated by the addition of
10 the annexation territory to the IRFD,
- 11 (iii) the Resolution of Intention to annex the annexation territory is mailed to each
12 owner of land in the annexation territory and each affected taxing entity in the
13 annexation territory,
- 14 (iv) this Board of Supervisors designates TIDA to prepare an appendix to the IFP for
15 the annexation territory,
- 16 (v) the appendix to the IFP is sent to each owner of land and each affected taxing
17 entity within the annexation territory,
- 18 (vi) this Board of Supervisors notices and holds a public hearing on the proposed
19 annexation,
- 20 (vii) this Board of Supervisors adopts a Resolution proposing the adoption of the
21 appendix to the IFP and annexation of the annexation territory to the IRFD, and
22 submits the proposed annexation to the qualified electors in the annexation
23 territory, with the ballot measure to include the question of the proposed
24 annexation of the annexation territory into the IRFD, approval of the
25

1 appropriations limit for the IRFD and approval of the issuance of bonds for the
2 IRFD, and

3 (viii) after the canvass of returns of any election, and if two-thirds of the votes cast
4 upon the question are in favor of the ballot measure, this Board of Supervisors
5 may, by Ordinance, adopt the appendix to the IFP, if any, and approve the
6 annexation of the annexation territory to the IRFD; and

7 WHEREAS, Pursuant to Resolution No. 196-24, adopted by the Board of Supervisors
8 on April 23, 2024, Developer and TIDA entered into an Amended and Restated Disposition
9 and Development Agreement (Treasure Island/Yerba Buena Island) dated August 1, 2024
10 ("Amended and Restated DDA"), including an Amended and Restated Financing Plan
11 (Treasure Island/Yerba Buena Island) ("Amended and Restated Financing Plan") which
12 replaced, respectively, the Original DDA and Original Financing Plan; and

13 WHEREAS, Pursuant to Ordinance No. 93-24, passed by the Board of Supervisors on
14 April 30, 2024, Developer and the City entered into a First Amendment to Development
15 Agreement dated as of August 1, 2024 (the Original Agreement, as amended by the First
16 Amendment to Development Agreement, "Amended Development Agreement"), which
17 amendment replaced, among other things, the Original Financing Plan with the Amended and
18 Restated Financing Plan; and

19 WHEREAS, Treasure Island Series 2, LLC and Treasure Island Series 3, LLC have
20 submitted petitions to this Board of Supervisors to initiate the annexation of certain property
21 owned by them on Treasure Island ("Annexation Territory") into the IRFD, and requested that
22 the Annexation Territory be designated as four new Project Areas ("Project Areas F, G, H
23 and I"): "Project Area F of the City and County of San Francisco Infrastructure and
24 Revitalization Financing District No. 1 (Treasure Island)," "Project Area G of the City and
25 County of San Francisco Infrastructure and Revitalization Financing District No. 1 (Treasure

1 Island),” “Project Area H of the City and County of San Francisco Infrastructure and
2 Revitalization Financing District No. 1 (Treasure Island),” and “Project Area I of the City and
3 County of San Francisco Infrastructure and Revitalization Financing District No. 1 (Treasure
4 Island)”; and

5 WHEREAS, Pursuant to Resolution No. 352-26, adopted by the Board of Supervisors
6 on June 9, 2026, and signed by the Mayor on June 11, 2026 (“Resolution of Intention to
7 Annex Territory”), the Board of Supervisors stated its intention to (i) annex the Annexation
8 Territory into the IRFD pursuant to the IRFD Law, and (ii) for the purpose of financing the
9 IRFD Improvements described in the IFP, form Project Areas F, G, H and I; and

10 WHEREAS, Pursuant to Resolution No. 378-26, adopted by the Board of Supervisors
11 on June 16, 2026, and signed by the Mayor on June 26, 2026, the Board of Supervisors
12 ordered preparation of an appendix to the IFP for the IRFD and Project Areas F, G, H and I
13 (the “Annexation Supplement”) consistent with the requirements of the IRFD Law; and

14 WHEREAS, The IFP includes a list of IRFD Improvements to be financed by the IRFD
15 and the Project Area; and

16 WHEREAS, Pursuant to IRFD Law, Section 53369.40, the Board of Supervisors may,
17 by majority vote, initiate proceedings to issue additional bonds as a result of the additional
18 bonding capacity derived from the addition of the Annexation Territory to the IRFD pursuant to
19 the IRFD Law by adopting a resolution stating its intent to issue the bonds, and pursuant to
20 IRFD Law, Section 53369.14, the Annexation Supplement must contain a detailed description
21 of any intention to incur debt for financing facilities for the IRFD; and

22 WHEREAS, United States Income Tax Regulations, Section 1.150-2 provides generally
23 that proceeds of tax-exempt debt are not deemed to be expended when such proceeds are
24 used for reimbursement of expenditures made prior to the date of issuance of such debt
25 unless certain procedures are followed, one of which is a requirement that (with certain

1 exceptions), prior to the payment of any such expenditure, the issuer declares an intention to
2 reimburse such expenditure; and

3 WHEREAS, It is in the public interest and for the public benefit that the City declares its
4 official intent to reimburse the expenditures referenced herein; and

5 WHEREAS, CEQA mandates that "when an environmental impact report has been
6 prepared for a project, no subsequent or supplemental environmental impact report shall be
7 required by the lead agency," unless the lead agency determines, on the basis of substantial
8 evidence that the project or its circumstances have changed, or there is new information, and
9 that those changes or new information would cause new significant impacts, or a substantial
10 increase in the severity of previously identified impacts (CEQA, Section 21166; CEQA
11 Guidelines, Section 15162); and

12 WHEREAS, The Planning Department has determined that no additional environmental
13 review is required, beyond what was already studied in the certified FEIR, because the
14 proposed annexation of the Annexation Territory to the IRFD does not trigger any of those
15 circumstances listed in CEQA and the CEQA Guidelines for additional environmental review;
16 now, therefore, be it

17 RESOLVED, That the Board of Supervisors is adopting this Resolution in its capacity
18 as the legislative body of the IRFD and as the "legislative body" as defined in the IRFD Law;
19 and, be it

20 FURTHER RESOLVED, That the Board of Supervisors proposes issuing one or more
21 series of bonds or other debt ("Bonds") as a result of the additional bonding capacity derived
22 from the addition of the Annexation Territory to the IRFD for the purpose of financing the costs
23 of the IRFD Improvements, including acquisition and improvement costs and all costs
24 incidental to or connected with the accomplishment of said purposes and of the financing
25 thereof. The Board of Supervisors hereby declares that it reasonably expects (i) to pay certain

1 costs of the IRFD Improvements prior to the date of issuance of the proposed additional
2 Bonds and (ii) to use a portion of the proceeds of the proposed additional Bonds for
3 reimbursement of expenditures for the IRFD Improvements that are paid before the date of
4 issuance of the proposed additional Bonds; and, be it

5 FURTHER RESOLVED, That the proposed additional Bonds will be paid from property
6 tax revenues allocated to the IRFD, including all of the Initial Project Areas and Project Areas
7 F, G, H and I; and, be it

8 FURTHER RESOLVED, That the IFP estimates that the total cost of the IRFD
9 Improvements will be \$3.02 billion (in 2016 dollars), and that the estimated costs of preparing
10 and issuing the Bonds will be equal to up to 10.0% of the par amount of the Bonds; and, be it

11 FURTHER RESOLVED, That this Board of Supervisors intends to authorize the
12 issuance and sale of the Bonds as a result of the additional bonding capacity derived from the
13 addition of the Annexation Territory to the IRFD in one or more series for the IRFD in the
14 maximum aggregate principal amount of \$520 million, which amount shall be in addition to the
15 \$780 million of Bonds authorized in the IRFD Formation Ordinance and additional amounts
16 approved in the future in connection with the annexation of territory to the IRFD, so long as
17 the Board of Supervisors makes the finding specified in IRFD Law, Section 53369.41(f), and
18 the Bonds shall bear interest payable semi-annually or in such other manner as this Board of
19 Supervisors shall determine, at a rate not to exceed the maximum rate of interest as may be
20 authorized by applicable law at the time of sale of the Bonds; and, be it

21 FURTHER RESOLVED, That the Board of Supervisors estimates, based on the
22 analysis set forth in the Annexation Supplement prepared in connection with the annexation of
23 the Annexation Territory to the IRFD, that the incremental property tax revenues that are
24 expected to be available to the IRFD from Project Areas F, G, H and I to pay principal of and
25 interest on the Bonds is \$1.737 billion, and in accordance with IRFD Law Section 53369.41(f),

1 the Board of Supervisors hereby finds that the amount necessary to pay principal of and
2 interest on the initial maximum principal amount of Bonds intended to be issued as a result of
3 the additional bonding capacity derived from the addition of the Annexation Territory to the
4 IRFD specified in the preceding paragraph is less than or equal to the incremental property
5 tax revenues that are expected to be available to the IRFD from the Annexation Territory and
6 Project Areas F, G, H and I to pay principal of and interest on the Bonds intended to be issued
7 as a result of the additional bonding capacity derived from the addition of the Annexation
8 Territory to the IRFD; and, be it

9 FURTHER RESOLVED, That the Board of Supervisors will call a special landowner
10 election for September 28, 2026 (or such later date determined by the Director of Elections),
11 to consider the proposed authorization to issue Bonds in the maximum principal amount of (i)
12 (i) the \$780 million, plus (ii) \$520 million as a result of the additional bonding capacity derived
13 from the addition of the Annexation Territory to the IRFD, plus (iii) the principal amount of
14 Bonds approved in the future by this Board of Supervisors and the qualified electors of the
15 annexation territory in connection with each annexation of annexation territory to the IRFD, so
16 long as the Board makes the finding specified in IRFD Law Section, 53369.41(f); the election
17 will be consolidated with the election on the issue of the proposed annexation of the
18 Annexation Territory to the IRFD, the approval of the proposed Annexation Supplement and
19 the IRFD appropriations limit and the Director of Elections is hereby designated as the official
20 to conduct the election in the IRFD and to receive all ballots until 12:00 p.m. on September
21 28, 2026, and pursuant to IRFD Law Section 53369.20, the election shall be conducted by
22 personal service or mail-delivered ballot; and, be it

23 FURTHER RESOLVED, That all references in this resolution to Bonds shall be
24 deemed to include a reference to debt (as defined in the IRFD Law), to the extent applicable;
25 and, be it

1 FURTHER RESOLVED, That this resolution shall in no way obligate the Board of
2 Supervisors to propose annexation of the Annexation Territory or Project Areas F, G, H and I
3 or to authorize the issuance of Bonds as a result of the additional bonding capacity derived
4 from the addition of the Annexation Territory to the IRFD, and the authorization to issue Bonds
5 as a result of the additional bonding capacity derived from the addition of the Annexation
6 Territory to the IRFD shall be subject to the approval of this Board of Supervisors by
7 Resolution following the elections of the qualified electors described above; and, be it

8 FURTHER RESOLVED, That the Board of Supervisors hereby finds that the provisions
9 of IRFD Law, Section 53369.42 requiring publication of this Resolution are for the protection
10 of the qualified electors, and there is on file with the Clerk of the Board of Supervisors and the
11 Director of Elections of the City and County of San Francisco one or more written waivers
12 executed by all of the qualified electors of the Annexation Territory waiving, among other
13 things, any requirement for notice and publication in connection with the election including
14 specifically the publication of this Resolution, and accordingly, this Board of Supervisors finds
15 and determines that the qualified electors have been fully apprised of the proposed election to
16 authorize the issuance of Bonds as a result of the additional bonding capacity derived from
17 the addition of the Annexation Territory to the IRFD and have waived publication of this
18 resolution in accordance with Section 53369.42; and, be it

19 FURTHER RESOLVED, That the Board of Supervisors has reviewed and considered
20 the FEIR and finds that the FEIR is adequate for its use for the actions taken by this resolution
21 and that no further environmental review is required, and incorporates the FEIR and the
22 CEQA findings contained in Board of Supervisors Resolution No. 196-24 by this reference;
23 and, be it

24 FURTHER RESOLVED, That if any section, subsection, sentence, clause, phrase, or
25 word of this resolution, or any application thereof to any person or circumstance, is held to be

1 invalid or unconstitutional by a decision of a court of competent jurisdiction, such decision
2 shall not affect the validity of the remaining portions or applications of this Resolution, this
3 Board of Supervisors hereby declaring that it would have passed this Resolution and each
4 and every section, subsection, sentence, clause, phrase, and word not declared invalid or
5 unconstitutional without regard to whether any other portion of this Resolution or application
6 thereof would be subsequently declared invalid or unconstitutional; and, be it

7 FURTHER RESOLVED, That the Mayor, the Controller, the Director of the Office of
8 Public Finance, the Clerk of the Board of Supervisors and any and all other officers of the City
9 are hereby authorized, for and in the name of and on behalf of the IRFD, to do any and all
10 things and take any and all actions, including execution and delivery of any and all
11 documents, assignments, certificates, requisitions, agreements, notices, consents,
12 instruments of conveyance, warrants and documents, which they, or any of them, may deem
13 necessary or advisable in order to effectuate the purposes of this resolution, including
14 amendments of the IFP; provided however that any such actions be solely intended to further
15 the purposes of this Resolution, and are subject in all respects to the terms of the Resolution;
16 and, be it

17 FURTHER RESOLVED, That all actions authorized and directed by this Resolution,
18 consistent with any documents presented herein, and heretofore taken are hereby ratified,
19 approved and confirmed by this Board of Supervisors; and, be it

20 FURTHER RESOLVED, That this Resolution shall take effect upon its adoption.
21

22 APPROVED AS TO FORM:
23 DAVID CHIU, City Attorney

24 By: /s/ Heidi J. Gewertz
25 HEIDI J. GEWERTZ
Deputy City Attorney



OFFICE OF THE CONTROLLER
CITY AND COUNTY OF SAN FRANCISCO

Greg Wagner
Controller

ChiaYu Ma
Deputy Controller

Anna Van Degna
Director of Public
Finance

MEMORANDUM

TO: Honorable Members, Board of Supervisors with respect to City and County of San Francisco Infrastructure and Revitalization Financing District No. 1 (Treasure Island) (the "Treasure Island IRFD" or the "IRFD")

FROM: Bridget Katz, Deputy Director, Controller's Office of Public Finance
Min Guo, Public Finance Specialist, Controller's Office of Public Finance
Jamie Querubin, Chief Operating Officer, Treasure Island Development Authority

DATE: June 30, 2026

SUBJECT:

- Resolution of Intention to Issue Bonds as a Result of an Annexation of Property to the City and County of San Francisco Infrastructure and Revitalization Financing District No. 1 (Treasure Island), as legislative body of the IRFD
- Resolution Approving Annexation Supplement to the Amended and Restated Infrastructure Plan - City and County of San Francisco Infrastructure and Revitalization Financing District No. 1 (Treasure Island), as the legislative body of the City and County of San Francisco
- Resolution Proposing Addition of Territory to and Adoption of Annexation Supplement to the Amended and Restated Infrastructure Financing Plan for City and County of San Francisco Infrastructure and Revitalization Financing District No. 1 (Treasure Island), as legislative body of the IRFD
- Resolution Calling Special Election for City and County of San Francisco Infrastructure and Revitalization Financing District No. 1 (Treasure Island), as legislative body of the IRFD
- Resolution Declaring Results of Special Election Related to City and County of San Francisco Infrastructure and Revitalization Financing District No. 1 (Treasure Island), as legislative body of the IRFD
- Resolution Modifying Resolution No. 7-17 to Authorize Issuance of Bonds Related to City and County of San Francisco Infrastructure and Revitalization Financing District No. 1 (Treasure Island), as legislative body of the IRFD

- Ordinance Adding Territory to and Adopting Annexation Supplement to the Amended and Restated Infrastructure Financing Plan for City and County of San Francisco Infrastructure and Revitalization Financing District No. 1 (Treasure Island), as legislative body of the IRFD

Recommended Actions

We respectfully request that the Board of Supervisors ("Board"), in the legislative capacity described above, consider for review and approval the aforementioned Resolutions and Ordinance which move forward the process required for (i) annexing property into the IRFD, (ii) approving an annexation supplement ("Annexation Supplement") to the Amended and Restated Infrastructure Financing Plan ("IFP") and (iii) providing for related matters.

This annexation process was initiated by:

- (i) Board approval on June 9, 2026 of Resolution No. 352-26, which was signed by the Mayor on June 11, 2026 ("Resolution of Intention to Annex Territory"), pursuant to which the Board stated its intention to (A) annex certain property ("Annexation Territory") into the IRFD, and (B) for the purpose of financing the public facilities and affordable housing described as "IRFD Improvements" in the IFP, form Project Areas F, G, H and I ("Project Areas F, G, H and I"); and
- (ii) Board approval on June 16, 2026 of the Resolution authorizing the preparation of the Annexation Supplement to the Infrastructure Financing Plan, which is pending the Mayor's signature (Board File No. 260550).

Project Background

Since 1997, the City and TIDA have worked together on the Treasure Island/Yerba Buena Island Development Project ("Project") to redevelop the former Treasure Island Naval Station ("NSTI") in connection with the conveyance of the Navy-owned lands to TIDA. In early 2003, TIDA and the Treasure Island Community Development, LLC ("TICD" or the "Developer") entered into an Exclusive Negotiating Agreement and began work on a Development Plan for the Project.

In 2011, TICD and TIDA entered into a Disposition and Development Agreement ("DDA"), and TICD and the City entered into a Development Agreement ("DA") to deliver the Project. The Financing Plan attached to the DDA and DA ("DDA Financing Plan") contemplates reimbursement to the Developer for costs incurred to construct public infrastructure through the issuance of special tax bonds issued for one or more community facilities districts ("CFDs") formed under the Mello-Roos Community Facilities Act of 1982 ("Mello-Roos Act") and tax increment revenue bonds issued by the IRFD. The DA, the DDA and the DDA Financing Plan were amended in 2024 to resolve disputes among TICD, TIDA and the City, and to accelerate the development of housing in the Project. The amendments included the City agreeing to advance up to \$115 million in City-supported capital funds through the issuance of certificates of participation to fund Stage 2 infrastructure.

Under the Mello-Roos Act, the Board of Supervisors has the authority to levy special taxes on taxable property in a CFD. Under the IRFD Law, the City allocates a portion of the general 1.00% ad valorem incremental tax revenues to the IRFD; no new taxes are levied by the City in connection with the IRFD.

The current Development Plan anticipates a new San Francisco neighborhood consisting of up to 8,000 residential units, including homes at below-market rates and approximately 27% affordable housing in total. The Development Plan also includes new commercial and retail space, up to 500 hotel rooms, and 290 plus acres of parks and public open space, including shoreline access and cultural uses. Transportation amenities being built for the project will enhance mobility on Yerba Buena Island and Treasure Island as well as link the islands to mainland San Francisco. The Project's master plan also includes public facilities serving the Project, utility improvements, new and upgraded streets, public byways, bicycle, transit, pedestrian facilities, and a new ferry terminal.

The Treasure Island IRFD Background

On January 31, 2017, following a public hearing and landowner vote, the Board adopted Ordinance No. 21-17 forming the IRFD and adopting the Infrastructure Financing Plan ("Original Adopted IFP"). The IRFD consists of five Project Areas on Yerba Buena Island (Project Area A) and Treasure Island (Project Areas B, C, D & E), which represent the initial phases of development of the Project. The IRFD formation proceedings also established a process for the annexation of property to the IRFD.

On February 15, 2022, following a public hearing and landowner vote, the Board adopted Ordinance No. 029-22 adding territory to and adopting an Amended and Restated Infrastructure Financing Plan for the IRFD (as amended the "IFP" or "IRFD Financing Plan") to facilitate the administration and distribution of the tax increment in accordance with IRFD Law and the DDA Financing Plan over the life of the IRFD.

Under the terms set forth in the IRFD Financing Plan, the City has committed a portion of the 1.00% incremental property tax revenues derived in the project areas to the IRFD ("IRFD Portion") for the reimbursement of eligible project costs and the financing of affordable housing consistent with the terms and limitations of IRFD Law, as detailed in the IFP, shown below:

Table 1: Apportionment of 1.00% Ad Valorem property tax from the IRFD Financing Plan

IRFD Portion		
Net Available Increment	To IRFD for Facilities & Housing	56.588206%
Conditional City Increment	To IRFD available for debt service coverage	8.000000%
Total IRFD Portion of 1.00%		64.588206%
Other Taxing Entities Portion: State ERAF, Local Education Agencies & Special Districts		
Education Revenue Augmentation Fund ("ERAF")		25.330113%
San Francisco Unified School District		7.698857%
San Francisco Community College Fund		1.444422%
San Francisco County Office of Education		0.097335%
Bay Area Rapid Transit District		0.632528%
Bay Area Air Quality Management District		0.208539%
Total Other Taxing Entity's Portion of 1.00%		35.411794%
Total 1.00% Ad Valorem Property		100.000000%

4 | City and County of San Francisco Infrastructure and Revitalization Financing District No. 1 (Treasure Island): Stage 2 Annexation Legislation

Pursuant to the IRFD Financing Plan, the City has committed its 56.588206% portion of the 64.588206% IRFD Portion of the 1.00% Tax Increment to the public financing for the Project (“Net Available Increment”), with 82.5% of those committed revenues being available to finance infrastructure constructed by the Developer (“Facilities” and “Net Available Facilities Increment”) and 17.5% of the revenues reserved for the use of TIDA and the City, through MOHCD, to finance affordable housing (“Housing” and “Net Available Housing Increment”).

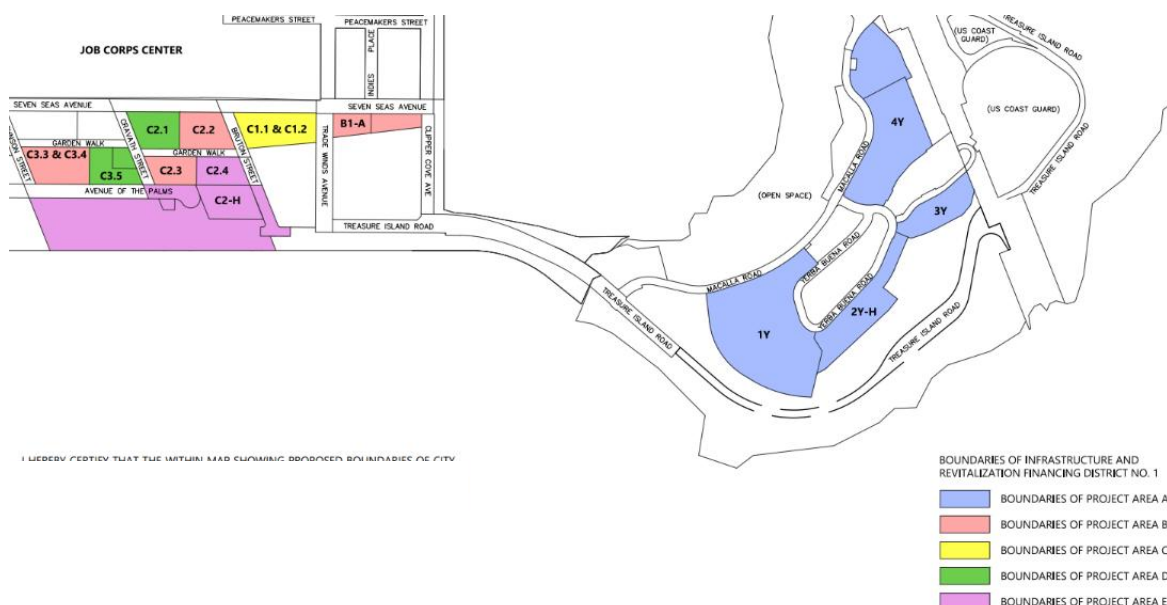
The remaining balance of 8.00% of the 64.588206% IRFD Portion of the 1.00% Tax Increment (“Conditional City Increment”) is not dedicated directly to the funding of the Project, but it is pledged, if needed, to pay debt service on currently outstanding bonds of the IRFD and any future debt of the IRFD (“Parity Debt”). On an annual basis, Conditional City Increment will be returned to the City’s General Fund if not needed for debt service on any outstanding bonds.

The Original Adopted IFP established the initial Project Areas (A, B, C, D and E) including (i) legal boundaries (amended by the IFP); (ii) the fiscal year to be used as the base year for calculating incremental assessed value and tax increment available to the Project; (iii) the trigger amount of tax increment to be collected by the City to commence the distribution of the tax increment to the IRFD from a given Project Area in the following fiscal year (“Commencement Year”), and to determine the final year of tax increment allocation to the IRFD from such Project Area, which is 40 years following the Commencement Year.

Project Area A encompasses development parcels located on Yerba Buena Island. Project Areas B, C, D, and E encompass a portion of the development parcels located on Treasure Island within the first phase of development along the waterfront nearest to Downtown San Francisco and the causeway connection to Yerba Buena Island. (See Table 2. Existing Project Areas A, B, C, D and E)

To date, the City has issued \$65.8 million in Treasure Island IRFD tax increment bonds (repaid by IRFD taxes) that have reimbursed the developer for the construction of public infrastructure and directly funded the construction of affordable housing on Treasure Island.

Table 2. Existing Project Areas A, B, C, D and E



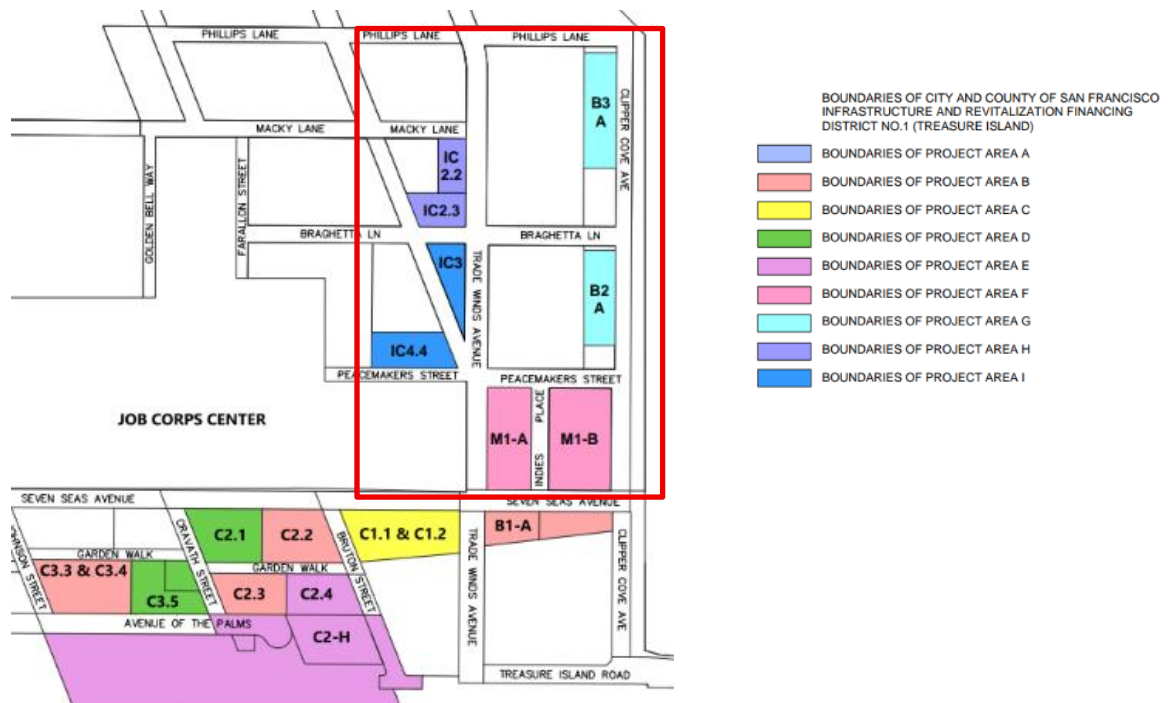
Proposed Annexation and Annexation Supplement

As part of the DDA Financing Plan, TICD (or its affiliates) may request the annexation of territory to the IRFD when property transfers from the Navy to TIDA, and from TIDA to TICD (or its affiliates).

The Controller's Office, in coordination with TIDA and with assistance from the Assessor's Office, has been administering the IRFD since its formation in 2017. TIDA, at the request of TICD, has determined that the progress on certain development parcels located in Stage 2 that are likely to be developed at approximately the same time, specifically development parcels IC 2.2, IC 2.3, IC 3, IC 4.4, B2-A, B3-A, M1-A, and M1-B ("Annexation Territory"), necessitates the annexation of the Annexation Territory to the IRFD as Project Areas F, G, H and I. The boundaries for Project Areas F, G, H, and I were proposed by TICD to align with the projected timing of development of each Project Area and to maximize the allocation of Net Available Increment during the 40-year term of each Project Area. The qualified landowner electors in the IRFD (both of whom have executed a petition asking the Board of Supervisors to undertake the annexation proceedings), will vote on four matters at a special mail ballot election held in the Annexation Territory: (i) the annexation of the Annexation Territory to the IRFD as Project Areas F, G, H and I, (ii) the adoption of the Annexation Supplement, (iii) the establishment of a \$192 million annual appropriations limit for the IRFD (as adjusted in accordance with applicable law), and (iv) the issuance of bonds and other debt for the IRFD in the maximum aggregate principal amount of (A) \$780 million (based on the expected Net Available Increment to be generated in Project Areas A-E), plus (B) \$520 million (based on the expected Net Available Increment to be generated in Project Areas F-I) as a result of the annexation of the Annexation Territory to the IRFD, plus (C) the principal amount approved in the future by the Board of Supervisors and the qualified electors of annexation territory in connection with each annexation of annexation territory to the IRFD.

The proposed Project Areas F, G, H and I are shown in the following Table 3.

Table 3. Proposed Additional Project Areas F, G, H, and I



Proposed Legislative Action

The remaining steps under the IRFD law to complete the annexation of the Annexation Territory, adopt the Annexation Supplement and approve the related matters described above are listed below:

Legislative Action	Legislation	Date
Introduction	- ROI to Issue Bonds - Resolution Approving IFP Annexation Supplement - Resolution Proposing Annexation - Resolution Calling Election re Annexation and Bonds - Resolution Declaring Election Results re Annexation and Bonds - Ordinance Adopting IFP Annexation Supplement and Confirming Annexation - Resolution Approving Increased Principal Amount of Bonds	Tuesday, June 30, 2026
Director of Elections	Letter as to registered voters in IRFD	Monday, July 6, 2026
OPF/Elections	IFP Annexation Supplement + CEQA Report mailed to landowners, affected taxing entity, Planning Commission, Board of Supervisors & made available for public inspection	Wednesday, July 8, 2026
Committee (GAO)	- ROI to Issue Bonds as a Result of Annexation - Resolution Approving IFP Supplement	Thursday, July 16, 2026
BOS Approval	- ROI to Issue Bonds as a Result of Annexation - Resolution Approving IFP Annexation Supplement	Tuesday, July 28, 2026
BOS Clerk	Submit 9/15 Public Hearing Notice	Wednesday, August 12, 2026
BOS Clerk	Publish 9/15 Public Hearing Notice - weekly for 4 successive weeks	8/17, 8/24, 8/31, 9/7
Public Hearing on IFP & Committee of the Whole to hear:		
BOS Public Hearing	- Resolution Proposing Annexation - Resolution Calling Election re Annexation and Bonds - Resolution Confirming Election Results re Annexation and Bonds - Ordinance Adopting IFP Annexation Supplement and Confirming Annexation - Resolution Approving Increased Principal Amount of Bonds	Tuesday, September 15, 2026
BOS Approval	- Resolution Proposing Annexation - Resolution Calling Election re Annexation and Bonds	Tuesday, September 15, 2026

Legislative Action	Legislation	Date
Elections	• Mail Ballot Election re Annexation and Bonds	Monday, September 28, 2026
BOS Approval	• Resolution Declaring Election Results • Resolution Approving Increased Principal Amount of Bonds	Tuesday, September 29, 2026
BOS 1st Hearing	• Ordinance Adopting IFP Annexation Supplement and Confirming Annexation	Tuesday, September 29, 2026
BOS 2nd Hearing	• Ordinance Adopting IFP Annexation Supplement and Confirming Annexation	Tuesday, October 6, 2026
Mayor Signs	• Ordinance Adopting IFP Annexation Supplement and Confirming Annexation	Friday, October 16, 2026

**Please note that dates are estimated unless otherwise noted.*

Your consideration of this matter is greatly appreciated. Please contact Bridget Katz (bridget.katz@sfgov.org), Jamie Querubin (jamie.querubin@sfgov.org), or Min Guo (min.guo@sfgov.org) if you have any questions.

cc: Angela Calvillo, Clerk of the Board of Supervisors
Adam Thongsavat, Mayor's Office
Sophia Kittler, Mayor's Budget Director
Greg Wagner, Controller
Carmen Chu, City Administrator
Sheela Jivan, TIDA Executive Director
Nicolas Menard, Budget & Legislative Analyst
Heidi Gewertz, Deputy City Attorney

OFFICE OF THE MAYOR
SAN FRANCISCO



DANIEL LURIE
MAYOR

TO: Angela Calvillo, Clerk of the Board of Supervisors
FROM: Dexter Darmali, Legislative & Ethics Secretary
RE: Resolution of Intention to Issue Bonds as a Result of an Annexation of Property to the City and County of San Francisco Infrastructure and Revitalization Financing District No. 1 (Treasure Island).
DATE: June 30, 2026

Resolution of intention to issue bonds as a result of an annexation of property to the City and County of San Francisco Infrastructure and Revitalization Financing District No. 1 (Treasure Island) as new project areas and determining other matters in connection therewith.

Should you have any questions, please contact Adam Thongsavat at adam.thongsavat@sfgov.org

Treasure Island Infrastructure Revitalization Financing District (IRFD) Annexation of New Property



July 16, 2026

City & County of San Francisco
Board of Supervisors, Government Audit and Oversight Committee

Actions for Consideration by GAO Committee

- File No. 260551 - Resolution of Intention to Issue Bonds as a Result of an Annexation of Property to the Infrastructure and Revitalization Financing District No. 1 (Treasure Island)
- File No. 260552 - Resolution Approving Annexation Supplement to the Amended and Restated Infrastructure Plan - Infrastructure and Revitalization Financing District No. 1 (Treasure Island)



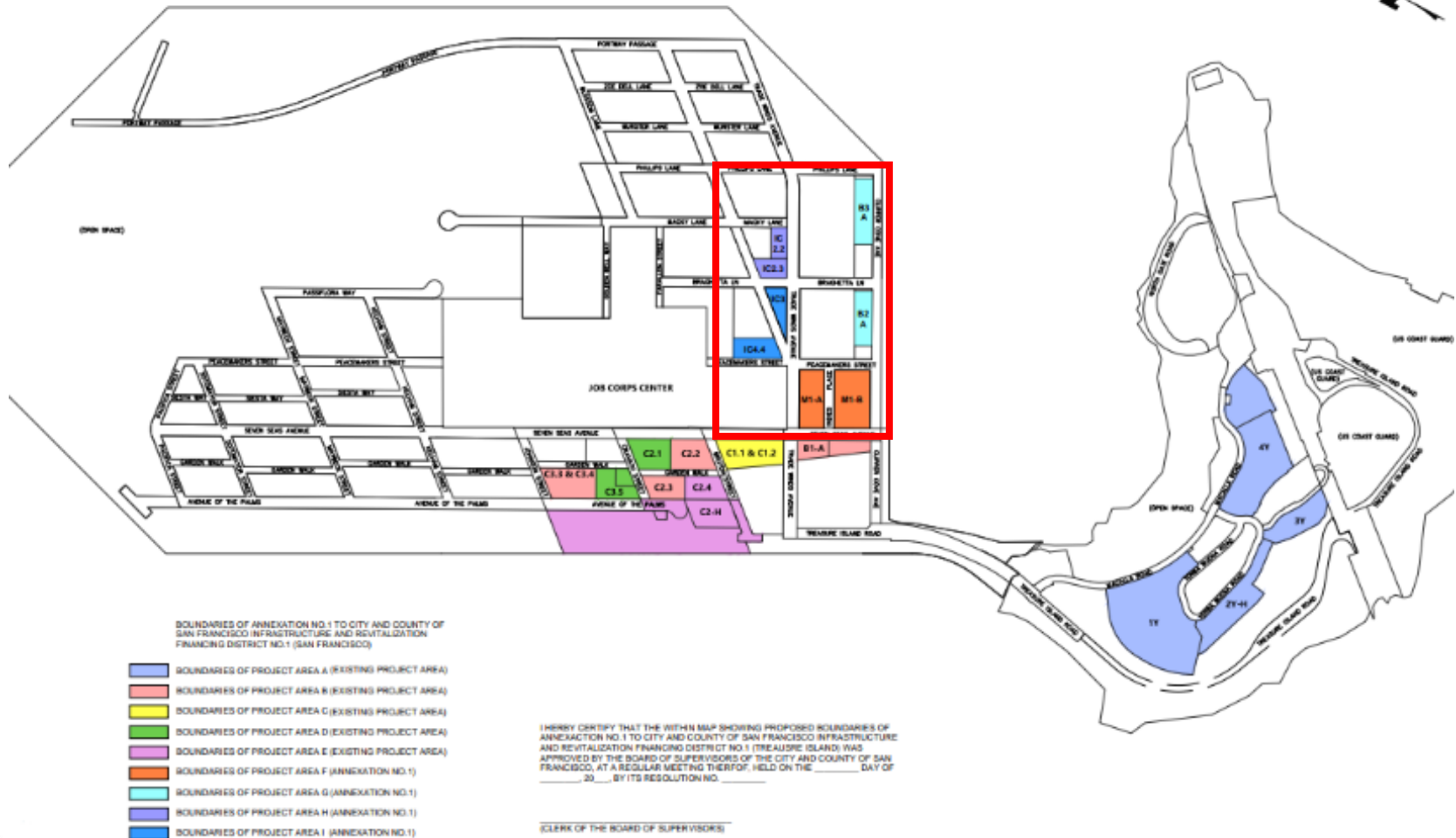
Treasure Island IRFD: Overview

- City formed the Treasure Island IRFD in 2017 to finance the development of Treasure Island and Yerba Buena Island, per the development agreement
- The Treasure Island IRFD allows the City to dedicate a portion of property taxes on Treasure Island and issue IRFD bonds to support the development to finance:
 - Public infrastructure costs (reimbursed to the developer)
 - Affordable housing
- As new development parcels become available, the IRFD contemplates the addition of new property into the district to capture new property taxes and support continued progress on the island
- The original IRFD was formed including property in Stage 1 (now completed). With Stage 2 of the project underway, additional properties are ready to be added to the IRFD

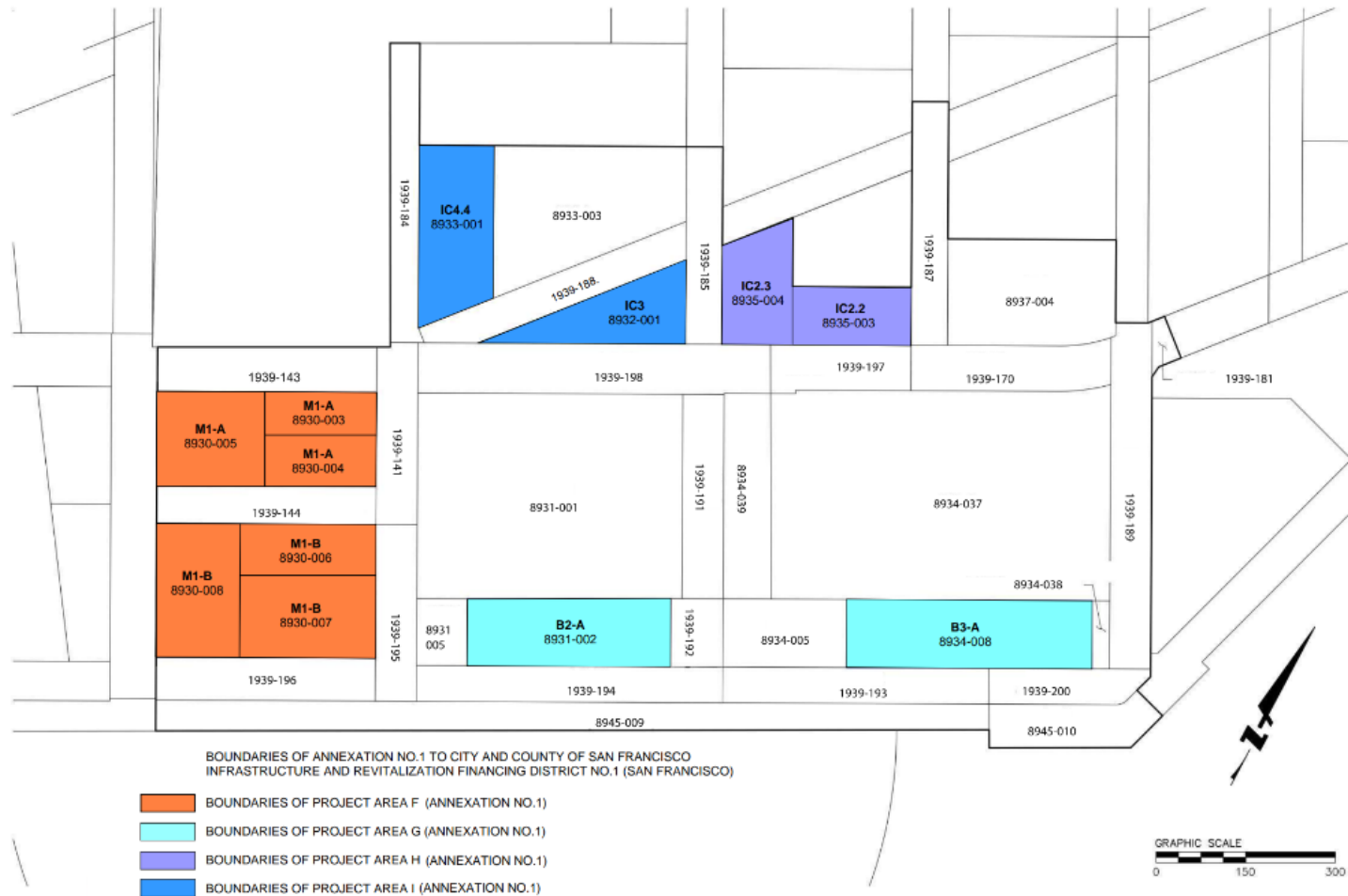


Map of the Treasure Island IRFD

PROPOSED BOUNDARIES OF ANNEXATION NO.1 TO CITY AND COUNTY OF SAN FRANCISCO INFRASTRUCTURE AND REVITALIZATION FINANCING DISTRICT NO.1 (TREASURE ISLAND)



Map of the Proposed Annexation Area



Treasure Island Infrastructure Revitalization and Financing District (IRFD) Annexation

TREASURE ISLAND DEVELOPMENT AUTHORITY

Summary of Actions for Consideration

- IRFD state law dictates a process to annex properties to an IRFD, which requires this legislative step to continue the annexation process
 - (1) Resolution of Intention to Issue Bonds as a Result of an Annexation of Property to the Infrastructure and Revitalization Financing District No. 1 (Treasure Island)
 - (2) Resolution Approving Annexation Supplement to the Amended and Restated Infrastructure Plan - Infrastructure and Revitalization Financing District No. 1 (Treasure Island)
- Future Board of Supervisors actions will include approval of the annexation of property by the City and impacted property owners, the amended IFP, and an increase to issue more IRFD bonds
 - Committee of the Whole public hearing scheduled on September 15th



Resolution of Intention to Issue Bonds

- Seeks approval to authorize the issuance of one or more series of bonds ("Bonds") for the IRFD in the maximum aggregate principal amount of **\$520 million**
- Additional bonding capacity is based on the expected Net Available Increment (set forth in the Annexation Supplement) to be generated in Project Areas F-I as a result of the annexation
- Bonds are repaid from property tax revenues allocated to the IRFD, including revenues from the initial and proposed Project Areas F-I
- TIDA and the Controller's Office are required to seek Board of Supervisors approval for the issuance of Bonds against this maximum bonding capacity



Resolution Approving Annexation Supplement

- The Infrastructure Financing Plan (IFP), approved as part of the IRFD Formation Ordinance, designates TIDA to prepare an appendix to the IFP for the Annexation Territory
- The Annexation Supplement for “Annexation No. 1 Territory” includes:
 1. A map and legal description of Annexation No. 1 Territory (Project Areas F, G, H, and I)
 2. A description of the facilities required to serve the development proposed in the area of the Annexation No. 1 Territory
 3. A finding that the IRFD Improvements are of communitywide significance
 4. Summary of projected tax increment committed to the Annexation Territory, a term date for the IRFD, a plan for financing IRFD Improvements, and a plan for financing any potential costs incurred by reimbursing a developer
 5. An analysis of the costs to the City of providing facilities and services in the Annexation Territory and an analysis of the projected fiscal impact of the tax revenues allocation from the Annexation No. 1 Territory and the associated development



Thank you

