[Approval of the CleanPowerSF Program Including Local Sustainability Services and a Contract with Shell Energy North America]

Resolution authorizing the Public Utilities Commission, subject to conditions, to launch the CleanPowerSF program, approving local sustainability services for CleanPowerSF customers, and authorizing the General Manager of the Public Utilities Commission to execute a contract with Shell Energy North America for a term of four years and six months for services required to launch the CleanPowerSF program.

I. History and Background

WHEREAS, Public Utilities Code Section 366.2 allows public agencies to aggregate the electrical load of interested electricity consumers within their jurisdictional boundaries. Pursuant to this law, the City has established a Community Choice Aggregation (CCA) program known as CleanPowerSF to provide electric power to the residents and businesses located within its jurisdiction. The San Francisco Board of Supervisors established the City's CCA program in May 2004 (Ordinance 86-04). The Ordinance found that CCA would allow the City to increase the scale and cost-effectiveness of renewable energy, conservation and energy efficiency in San Francisco and to increase local control over electricity prices and resources. To implement the program, Ordinance No. 86-04 directed the development of a draft Implementation Plan (IP) and the preparation of a draft Request for Proposals (RFP) to solicit an electricity supplier for the program. In December 2004, the Board of Supervisors created a Citizens Advisory Task Force (Task Force) to advise the City regarding the draft Implementation Plan and the draft RFP; and

WHEREAS, Mayor Gavin Newsom signed a Declaration of Mayor or Chief County Administrator Regarding Investigation, Pursuit or Implementation of Community Choice Aggregation on December 16, 2005; and

WHEREAS, After an extensive process that involved public meetings of the San Francisco Local Agency Formation Commission (LAFCO), the Task Force, the San Francisco Public Utilities Commission (SFPUC) and interested parties and advocacy groups, the Board of Supervisors approved a Draft Implementation Plan (Draft IP) in June 2007 setting forth goals and policies for the City's CCA program (Ordinance 147-07). Ordinance No. 147-07 directed the issuance of a Request For Information (RFI) and a subsequent Request for Proposals (RFP) to solicit input and bids from interested parties regarding the development of the program. Ordinance No. 147-07 stated that the RFI responses and other information obtained in implementing the program might suggest changes to the Draft IP to improve its viability, and allowed for such changes. As required by Ordinance No. 147-07, SFPUC issued an RFI in November 2007. In April 2009, SFPUC issued a request for qualifications ("RFQ") from potential electricity suppliers. SFPUC, in consultation with LAFCO, used the information obtained from these solicitations to prepare an RFP; and

WHEREAS, The Board of Supervisors approved the issuance of an RFP in October 2009 (Ordinance 232-09). Like Ordinance 147-07, Ordinance No. 232-09 provided that RFP responses and other information obtained in implementing the program might suggest changes to Draft IP that would improve the viability of the City's CCA program, and allowed for such changes. In November 2009, SFPUC issued the RFP. The City received five responses to its RFP and, in January 2010, identified Power Choice, LLC as the highest ranked proposer. The City engaged in negotiations with Power Choice, LLC for electricity supply and other services; and

| WHEREAS, In January 2010, SFPUC prepared a revised Implementation Plan (IP) and |
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| Statement of Intent to file with the California Public Utilities Commission (CPUC) in |
| accordance with Ordinance 147-07. As anticipated in Ordinances 147-07 and 232-09, the |
| Implementation Plan was revised to allow more flexibility in the resources that may be used to |
| make up the CleanPowerSF supply portfolio, and to specify that the SFPUC may roll out the |
| program in phases if phasing allows it to maximize demand-side management programs and |
| renewable energy impacts, synergies with local ordinances and other customer programs, |
| cost of service and customer load characteristics, and other operational considerations. The |
| Board of Supervisors held a hearing on the IP in the Budget and Finance Committee on |
| February 17, 2010, and forwarded the Ordinance adopting the IP to the full Board of |
| Supervisors with a recommendation for approval. The Board of Supervisors considered and |
| voted on the Ordinance adopting the revised IP at its public meetings on February 23, 2010 |
| and March 2, 2010. On March 2, 2010, The Board of Supervisors finally approved the |
| Ordinance and authorized the filing of the IP with the CPUC (Ordinance 45-10). The IP was |
| certified by the CPUC on May 18, 2010; and |

WHEREAS, The SFPUC authorized the General Manager to execute a service agreement with Pacific Gas and Electric Company (PG&E) on May 11, 2010. The General Manager executed the Community Choice Aggregation Service Agreement (the Service Agreement) with PG&E on May 27, 2010. In May 2012, the City and PG&E agreed to extend the Service Agreement until December 31, 2018. The Service Agreement is a contract that governs the business relationship between PG&E and the City with respect to CleanPowerSF. Among other things, the Service Agreement includes provisions for audits, dispute resolution, events of default, billing and payment terms and indemnity. The Service Agreement incorporates by reference PG&E's CCA tariffs that set forth the operational and financial duties of aggregators and PG&E in establishing and conducting CCA service; and

WHEREAS, Negotiations with Power Choice, LLC, were unsuccessful, and on August 5, 2010, the SFPUC issued a second RFP seeking an electricity supplier for the program. No bidders met the minimum qualifications of that RFP, and on February 8, 2011, in Resolution 11-0027, the SFPUC a) authorized the General Manager to negotiate with one or more creditworthy firms to create a program that most closely achieves the City's goals and b) directed the General Manager to direct SFPUC staff to develop a process and scope of work, together with stakeholders and consultants, to request bids for renewable generation and green resource commitments to further the adopted City goals for CCA as described in Ordinance 147-07. Shortly thereafter, SFPUC engaged in negotiations with Shell Energy North America (Shell) for electricity supply and Noble Americas for customer care and billing services; and

WHEREAS, Work began on November 16, 2011, in accordance with the SFPUC Task Order: Modeling and Conceptual Framework for CCA Deployment to study options for a potential build-out of in-City renewable energy resources, comprised of both demand reduction and new renewable generation, and assess their associated financing alternatives (including 2001 proposition H bonds and use of collateral), SFPUC management and integration of local supplies, levelized costs, and jobs potential, and to develop contract term sheets and RFPs; and

WHEREAS, In Ordinance No. 232-09 the Board of Supervisors authorized approval by resolution for future CleanPowerSF approvals; and

II. CleanPowerSF Program

WHEREAS, Enrollment in the CleanPowerSF program will be launched in phases to groups of customers, to allow for build-out of local and regional energy resources if these programs are approved by the City, and to mitigate the risks inherent in purchasing power.

The first phase will follow the state-mandated opt-out process, enrolling sufficient customers to meet the volume of electricity specified in the Shell agreement, not to exceed an average of approximately 30 MW, and any customer within San Francisco will be eligible to participate in that enrollment phase; and

WHEREAS, the Shell agreement does not preclude a build-out of local and regional energy resources, if such build-out is approved by the City after any necessary environmental review, because the Shell agreement allows the City to replace purchases from Shell with other resources (subject to making Shell whole for any losses) and because program roll out will be phased; and

A. Program Characteristics and Local Sustainability Services

WHEREAS, The CleanPowerSF program will initially offer customers one or more products consistent with the contracted Shell purchases, and will leverage the potential development of new renewable resources to achieve high rates of customer acceptance. These initial products will allow for development of new renewable resources to be integrated into the electricity portfolio as a customer revenue stream, revenue bond financing, and other financing mechanisms are established, if a program for developing renewable resources is planned and approved by the City;

WHEREAS, The integration of a large-scale local build-out of renewable energy and efficiency resources, as described in Ordinance No. 147-07, if such a program is planned and approved by the City, may facilitate establishing a successful CleanPowerSF program that will be price competitive, attractive to electricity customers, financially robust, productive of clean energy jobs, and of sufficient scale and rapid construction to achieve significant greenhouse gas reductions; and

1 WHEREAS, The CleanPowerSF program will offer local sustainability services to 2 CleanPowerSF customers including: 3 1. incentives for the installation of solar projects on properties of participating 4 CleanPowerSF customers pursuant to the GoSolarSF Program, and 5 2. augmented energy efficiency programs for the benefit of participating 6 CleanPowerSF customers; and 7 3. study of a local build-out of renewable energy facilities. The SFPUC has indicated 8 its commitment to studying a local build-out of renewable energy facilities as a component of 9 CleanPowerSF, and anticipates immediate commencement of that build-out, if such program 10 is approved by the City, when (i) consultant studies and RFP preparation have been 11 concluded, (ii) sufficient revenues are generated or identified to commence the build-out, (iii) 12 SFPUC has completed environmental analysis of the physical impacts of any specific build-13 out projects where required and made appropriate findings, and (iv) the SFPUC approves a 14 plan, budget, and timeline for the local build-out; and 15 WHEREAS, The SFPUC will commence studies for local build-out of renewable energy 16 17 facilities consistent with the requirements of the California Environmental Quality Act, 18 California Public Resources Code Section 21000 et. seq. (CEQA); and 19 WHEREAS, the SFPUC and the Board of Supervisors will explore use of sources of 20 revenue such as 2001 proposition H bonds, municipal bonds, power purchase agreements, 21 public agency loans and/or other favorable financing and contractual mechanisms for local 22

and regional renewable energy generation and also energy demand reduction projects in

CleanPowerSF, to the extent such projects are planned and approved by the City; and

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| SFPUC will undertake all necessary CEQA review of the proposed programs or projects identified in the study process and of their alternatives, including a no project alternative, shall obtain all requisite approvals; and B. Cost Overview WHEREAS, The SFPUC approved in Resolution 11-0194 and submitted to the Boot of Supervisors an appropriation request for \$19.5 million, which is on file with the Clerk of Board of Supervisors in File No. 11-1371. The request includes 1. \$13 million as collateral and reserves required under the Shell agreement, 2. \$6 million for local sustainability services for CleanPowerSF customers as | and |
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| 11 2 \$6 million for local sustainability convices for Clean Power SE sustamers as | |
| 11 2. \$6 million for local sustainability services for CleanPowerSF customers as | |
| follows (half to be used in 2013 and half to be used in 2014): | |
| a. \$2,000,000 dollars for energy efficiency programs; | |
| b. \$2,000,000 dollars for GoSolarSF incentives; and | |
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| c. \$2,000,000 dollars for studies of local build-out of renewable e | nergy |
| 17 facilities, and | |
| 18 3. \$500,000 for start-up costs and costs related to the Noble Americas contra | ct for |
| customer billing, data management and other administrative services; and | |
| WHEREAS, The \$19.5 million is in addition to a total of \$6 million that already has | 3 |
| been appropriated to CleanPowerSF through September 2011, including \$1 million in Ju | ly |
| ²² 2011; and | |
| WHEREAS, In the event the CleanPowerSF Program is discontinued or terminate | ed all |
| unspent amounts appropriated, including any of the \$6,000,000 for local sustainability | |

services for CleanPowerSF customers, will be de-appropriated and returned to Hetch Hetchy Power Enterprise fund balance reserves; and

III. Rates for CleanPowerSF Customers

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WHEREAS, CleanPowerSF rates will be approved by the SFPUC and Board of Supervisors through the process established in section 8B.125 of the City's Charter, including review by the Rate Fairness Board, and the SFPUC must determine that those rates are sufficient to cover the cost of power and services provided by Shell as well as other costs required for the program prior to launching the program; and

WHEREAS. The SFPUC staff will propose rates to the Rate Fairness Board that will cover all costs to provide service to CleanPowerSF customers, including the cost of power it expects Shell to provide, based on market information and consultation with Shell, the cost of the services it expects Noble Americas to provide, and the costs of solar incentives, energy efficiency programs, and studies to guide development of local renewable facilities; the Rate Fairness Board will consider the rate proposal, and may report to the SFPUC regarding its analysis; the SFPUC will establish rates for CleanPowerSF and submit those rates to the Board of Supervisors for its approval or rejection; and

WHEREAS, The SFPUC will review the power prices proposed by Shell before it authorizes the General Manager to complete a power purchase transaction, in order to determine that the rates established by the SFPUC and Board of Supervisors will be adequate to recover all costs of providing service to customers; and

WHEREAS, If the SFPUC determines that the adopted CleanPowerSF rates are not adequate to cover all costs of providing service to CleanPowerSF customers, it will not authorize the General Manager to complete a power purchase transaction and launch the program; and

IV. Contract with Shell

WHEREAS, The SFPUC, in consultation with LAFCO, has negotiated the key terms of a contract with Shell for electricity necessary for commencement of the CleanPowerSF Program, and to serve as the primary power purchasing component of the program over its first four and one-half years. The draft contract is on file with the Clerk of the Board of Supervisors in File No.11-1340 and declared to be a part of this resolution as if set forth fully herein; and

WHEREAS, The draft Shell contract consists of three parts: (i) a Master Agreement (setting forth general terms and conditions and providing that Shell and the City may enter into transactions to buy particular amounts, quantities and types of electric products); (ii) a Security Agreement (giving Shell control over the account that holds the receipts received from CleanPowerSF customers and a first priority security interest in that account); and (iii) a Confirmation (specifying the price, quantity and type of product for specific electricity purchase transactions); and

WHEREAS, Shell represents and warrants that no new facilities are required to be constructed in order for Shell to meet its supply obligations under the contract; and

WHEREAS, the contract requires Shell to provide energy to the City with an average carbon content equal to or less than the average carbon content of energy supplied by PG&E to its customers; and

WHEREAS, Shell will provide and the City will purchase the following for four and one half-years: (i) electricity to serve CleanPowerSF customers; (ii) scheduling coordinator services to go along with the power supplied; and

WHEREAS, The contract allows the City and Shell to enter into additional Confirmations for procurement of additional electricity services; and

WHEREAS, The contract requires the City to provide \$13 million for startup costs and program reserves, consisting of the following:

- 1. \$7 million to be held in an escrow account subject to joint instructions by the City and Shell, as partial collateral for a termination payment in the event the City defaults and Shell terminates the agreement. The termination payment is intended to cover reasonable risk and costs that might be incurred by Shell should the program cease operations during the contract period. This amount may be reduced in subsequent years of the contract if market conditions and the progressive completion over time of the contract reduce Shell's exposure to potential financial losses (see Sections 2.3(f) and 5.3);
- 2. \$4.5 million to fund a Program Reserve to be deposited into the customer revenues secured account, controlled by Shell. The Program Reserve is intended to provide security to Shell that there will be sufficient cash on hand in the customer revenues secured account to cover Shell's monthly bills. The City must restore the balance of the Program Reserve to at least \$4.5 million within five Business Days of a notice by Shell that the Program Reserve is below this amount (see Sections 2.3(d) and 5.2);
- 3. \$1.5 million to be held by the City in an Operating Reserve, to ensure short-term unanticipated costs associated with startup and initial program expenses do not create long-term program stability issues (for example, additional costs associated with bringing in additional customers, or delays in receipt of revenues, in the event that opt-out rates are higher than anticipated); and

| 1 | WHEREAS, Shell will not have a right to collect the termination payment or the |
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| 2 | Program Reserve unless and until the City executes a Confirmation and all other conditions |
| 3 | are satisfied; and |
| 4 | WHEREAS, The draft contract does not specify the amount or price of the electricity to |
| 5 | be provided by Shell; these will be determined before the program is launched, after Shell has |
| 6 | obtained prices for the electricity it will provide; and |
| 7 | WHEREAS, The contract includes terms that are non-standard for City contracts, |
| 8 9 | including a modification to the standard appropriation of funds language (see Section 8.2(c)): |
| 10 | 1. if Shell terminates the contract as a result of a City default, the General |
| 11 | Manager must seek an appropriation or supplemental appropriation to fully fund the applicable |
| 12 | termination payment, but approval of such appropriation is within the sole discretion of the |
| 13 | SFPUC and/or the Board of Supervisors; |
| 14 | 2. a failure by the City to pay the full termination payment is an event of default |
| 15 | under the Agreement; |
| 16 | 3. the contract does not include standard City language stating that the |
| 17 | contractor assumes the risk of a failure on the part of the City to appropriate additional funds; |
| 18 | and |
| 19 | WHEREAS, Consistent with standard energy industry practice, it is not an event of |
| 20 | default for Shell to fail to deliver a product it is required to provide under the agreement. If |
| 21 | Shell fails to deliver a product it contracted to provide: |
| 22 | the City may purchase a replacement product and charge to Shell the |
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| 2/ | difference between the price of such purchase and the contract price (see Section 4.1); |

Confirmation; but the termination payment is capped at \$15 million unless the City terminates

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| 1 | the CleanPowerSF program at a time when the program is healthy (see Sections 6.2, 6.3, 6.4, |
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| 2 | 6.5); and |
| 3 | WHEREAS, The SFPUC approved the draft contract with Shell on December 13, 2011, |
| 4 | in Resolution No. 11-0194, and authorized the General Manager to execute the contract, |
| 5 | subject to conditions; and |
| 6 | V. Contract with Noble Americas |
| 7 8 | WHEREAS, In Resolution 11-0194, on December 13, 2012, the Public Utilities |
| 9 | Commission authorized the General Manager to negotiate an agreement with Noble Americas |
| 10 | (Noble) for customer care and billing services to support CleanPowerSF and directed the |
| 11 | General Manager to submit the final contract to the Public Utilities Commission for approval; |
| 12 | and |
| 13 | WHEREAS, SFPUC staff, in concert with LAFCo staff, has negotiated an agreement |
| 14 | with Noble for customer care and billing services, which is on file with the Clerk of the Board |
| 15 | of Supervisors in File No. 11-1340; and |
| 16 | WHEREAS, Noble will provide services that include: managing the electronic data |
| 17 | exchange with PG&E, maintaining customer information and billing administration systems, |
| 18 | providing reports on energy use and billing, preparing settlement quality meter data, tracking |
| 19 | opt-out notices, maintaining a customer care operation center and creating a plan for |
| 20 | eventually transitioning the services to CleanPowerSF; and |
| 21 | WHEREAS, Noble will make commercially reasonable efforts to locate a customer |
| 22 | care center in San Francisco in order to provide local jobs; and |
| 23 | WHEREAS, Other key terms of the Noble agreement include the following: |
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1. the term is 4.5 years and the guaranteed maximum cost is \$9 million dollars;

- 2. the total monthly fees charged by Noble for the CleanPowerSF program will be at least \$25,000 per month;
- 3. the City can cancel the agreement without charge prior to the start up date, but if the cancellation occurs after that date, CleanPowerSF will pay a cancellation fee based on milestones, up to a maximum amount of \$250,000; and
- 4. the agreement will become effective after satisfaction of specified conditions, including, appropriation of necessary funds and approval by the SFPUC; and

VI. Conditions for Contract Effectiveness and CleanPowerSF Program Launch

WHEREAS, Even after approval by the Board of Supervisors and execution by the General Manager, the Shell contract will not become effective until satisfaction of conditions established by the contract as well as those established by the SFPUC and the Board of Supervisors; and

WHEREAS, The Shell contract establishes conditions that must be satisfied before it becomes effective, including but not limited to the following: (i) the conditions placed by the City on the launch of CleanPowerSF have been satisfied; (ii) the City has directed PG&E to deposit the payments from CleanPowerSF customers for amounts due to the City for CleanPowerSF services into a customer receipts account controlled by Shell; (iii) the City has entered into an agreement that gives Shell control of the customer receipts account, has granted Shell a first priority lien on the amounts in the account, and has appropriated and deposited \$4.5 million in the account; (iv) the City has appropriated and placed \$7 million dollars into an escrow account as collateral for a termination payment to Shell in the event of a City default; (v) the CPUC has accepted an amendment to the City's implementation plan and statement of intent filed with the CPUC pursuant to California Public Utilities Code Section 366.3, that identifies Shell as the primary supplier of power for CleanPowerSF; and

(vi) the City has posted the CCA Bond required by the CPUC and advised Shell of the amount thereof; and

WHEREAS, The SFPUC in its December 2011 resolution established the following conditions which must be satisfied before the Shell contract becomes effective: (i)

CleanPowerSF rates are approved by the SFPUC and Board of Supervisors through the process established in section 8B.125 of the City's Charter, and the SFPUC has determined that those rates are sufficient to cover the cost of power and services provided by Shell as well as other costs required for the program, (ii) the CPUC has made its final determination of the CCA bond amount required by Public Utilities Code Section 366.2 and the SFPUC has the resources and all necessary authorizations to obtain the bond, (iii) all appropriations required by the CCA supplier contracts have been authorized, and (iv) the SFPUC Power Enterprise has rates in place to be financially stable and in compliance with its reserve policies, (v) a contract for customer billing, data management and other administrative services with Noble Americas or another entity has been approved; and

WHEREAS, This action is not considered a "project" as defined in the California Environmental Quality Act, California Public Resources Code Section 21000 et seq. ("CEQA") for the reasons set forth in the memorandum prepared by the Bureau of Environmental Management for the SFPUC dated July 18, 2012. Said memorandum is on file with the Clerk of the Board of Supervisors in File No. 11-1340 and is incorporated herein by reference; now, therefore, be it

RESOLVED, That any projects for local build-out of renewable energy facilities will be subject to SFPUC and Board of Supervisors review of environmental impacts and compliance with the CEQA prior to Board of Supervisors approval of appropriations or financing of such projects; and, be it

FURTHER RESOLVED, That the SFPUC should work with stakeholders to establish favorable financing mechanisms for the local build-out of new renewable generation projects and demand reduction as components of CleanPowerSF, if such programs are planned and approved by the City

FURTHER RESOLVED, That the Board of Supervisors intends that the steps to study, plan, prepare RFPs and submit for City approval a local renewables build-out be commenced as soon as practicable; and be it

FURTHER RESOLVED that the Board of Supervisors supports expenditure by the SFPUC of six million dollars for CleanPowerSF participating customers, including \$2,000,000 for energy efficiency, \$2,000,000 for studies related to local build-out activities, and \$2,000,000 for GoSolarSF, which will further environmental quality and local job creation but would only be expended if the CleanPowerSF program is launched; and be it

FURTHER RESOLVED, That the Board of Supervisors, subject to all conditions set forth in the contract and this resolution and all conditions adopted by the SFPUC, approves the contract with Shell in substantially the form on file with the Clerk of the Board of Supervisors, with such additions or modifications as may be acceptable to the General Manager of the Public Utilities Commission and the City Attorney, and that do not materially decrease the intended public benefits to the City; and, be it

FURTHER RESOLVED, That the Board of Supervisors authorizes the General Manager, in consultation with the City Attorney, and on approval of the SFPUC, to amend or modify the Shell contract, including the Master Agreement, the Security Agreement, and any Confirmations, to the extent that such amendment or modification does not materially change the terms or decrease the intended public benefits to the City; and, be it

| 1 | FURTHER RESOLVED, That the Board of Supervisors authorizes the General |
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| 2 | Manager to execute an initial Confirmation to purchase power from Shell provided that (1) the |
| 3 | amount of electricity procurement shall not exceed an average of 30 MWs, (2) the conditions |
| 4 | set forth in the Shell contract are satisfied, and (3) the conditions imposed by the SFPUC and |
| 5 | the Board of Supervisors on effectiveness of the contract and program launch are satisfied; |
| 6 | and, be it |
| 7 | FURTHER RESOLVED, That the Board of Supervisors authorizes the General |
| 8 | Manager to enter into additional Confirmations, on approval of the SFPUC, so long as the |
| 9 | Charter does not require approval by the Board of Supervisors and the SFPUC has |
| 10 | determined that CleanPowerSF rates approved by the SFPUC and Board of Supervisors |
| 11 | through the process established in section 8B.125 of the City's Charter, are sufficient to cover |
| 12 | the cost of additional power and services provided by Shell pursuant to the additional |
| 13 | Confirmation, as well as other costs required for the program. |
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