File No	160199	Committee Item No.	
		Board Item No.	

COMMITTEE/BOARD OF SUPERVISORS

AGENDA PACKET CONTENTS LIST				
Committee:	Budget & Finance Committee	Date September 14, 2016		
Board of Sup	pervisors Meeting	Date		
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	Motion Resolution Ordinance Legislative Digest Budget and Legislative Analyst Youth Commission Report Introduction Form Department/Agency Cover Lett MOU Grant Information Form Grant Budget Subcontract Budget Contract/Agreement Form 126 – Ethics Commission Award Letter Application Public Correspondence	er and/or Report		
OTHER	(Use back side if additional spa	ace is needed)		
•	y: <u>Linda Wong</u> y: <u>Linda Wong</u>	_Date September 9, 2016 _Date		

SUBSTITUTED 4/12/2016

ORDINANCE NO.

FILE NO. 160199

NOTE:

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[Administrative Code - Prevailing Wages for Commercial Vehicle Loading and Unloading on Park Property]

Ordinance amending the Administrative Code to require that prevailing wages be paid for work loading or unloading materials, goods, or products for special events on City park property, and the driving of commercial vehicles for that purpose.

Unchanged Code text and uncodified text are in plain Arial font.

Additions to Codes are in single-underline italics Times New Roman font.

Deletions to Codes are in strikethrough italics Times New Roman font.

Board amendment additions are in double-underlined Arial font.

Board amendment deletions are in strikethrough Arial font.

Asterisks (* * * *) indicate the omission of unchanged Code subsections or parts of tables.

Be it ordained by the People of the City and County of San Francisco:

Section 1. The Administrative Code is hereby amended by revising Section 21C.7 and adding Section 21C.10, to read as follows:

SEC. 21C.7. STANDARD PROVISIONS GOVERNING THE PREVAILING RATE OF WAGES, WORKER RETENTION, AND USE OF EMPLOYEES FOR WORK UNDER CITY CONTRACTS FOR CERTAIN SERVICES.

(b) Definitions. For purposes of this Chapter 21C, the following definitions shall apply to the terms used herein.

"Covered Contract" shall mean an agreement between the City and a Contractor for the following services: "Motor Bus Services" as defined in Section 21C.1, subject to the provisions of Section 21C.1; "Janitorial Services" as defined in Section 21C.2; "Public Off-Street Parking Lots, Garages, or Storage Facilities for Automobiles" as defined in Section

21C.3; "Theatrical Services" as defined in Section 21C.4; "Solid Waste Generated By The City In Course of City Operations" as defined in Section 21C.5; "Moving Services" as defined in Section 21C.6; and "Trade Show and Special Event Work" as defined in Section 21C.8; "Broadcast Services" as defined in Section 21C.9; and "Loading, Unloading, and Driving of Commercial Vehicles" under Section 21C.10.

SECTION 21C.10. PREVAILING RATE OF WAGES REQUIRED FOR LOADING,

UNLOADING, AND DRIVING COMMERCIAL VEHICLES AT SPECIAL EVENTS ON PARK

PROPERTY.

(a) Prevailing Wage Requirement. Every Permit issued or granted by the City for the use of property owned by the City for a Special Event as defined in subsection (b), below, must require that (1) any Individual engaged in loading or unloading on City property of materials, goods, or products into or from a Commercial Vehicle for the Special Event be paid not less than the Prevailing Rate of Wages, including fringe benefits or the matching equivalents thereof, paid in private employment for similar work in the area in which the loading or unloading is being performed, and (2) any Individual driving a Commercial Vehicle from which materials, goods, or products are loaded or unloaded on City property for such Special Event shall be paid not less than the Prevailing Rate of Wages for hours driven within the City limits. All Permits subject to this Section 21C.10 shall require that the permittee agrees to comply with, and to require subcontractors to comply with, the obligations imposed by this Section.

(b) **Definitions.** For purposes of this Section 21C.10, the following definitions shall apply to the terms used herein:

"Commercial Vehicle" shall mean a vehicle that (1) is used or maintained primarily for the transportation of materials, goods, or products, (2) has six wheels or more, and (3) displays or is required to display a California Department of Motor Vehicles weight decal as required by the

Commercial Vehicle Registration Act, California Vehicle Code Section 9400 et seq., as amended.

Notwithstanding the foregoing sentence. Commercial Vehicle shall not include a vehicle used exclusively for food catering purposes, meaning its exclusive purpose on a particular trip is for the transport of food and/or beverages to be served at a Special Event, the transport of equipment for the preparation and service of such food and/or beverages at a Special Event, or both.

"Permit" shall mean a permit to use property under the jurisdiction of the Recreation and Park

Commission, but shall not include a permit:

- (1) For celebration of a marriage, domestic partnership, or similar civil union:
- (2) Which involves engaging in film production pursuant to Chapter 57 of this Code or under the circumstances set forth in Section 57.7 of this Code;
- (3) For which the payment of prevailing wage rates applicable to public works projects is required:
- (4) For a Special Event that is a street fair, block party, parade, festival, or any celebration directly associated with such street fair, block party, parade, festival, or any other expressive activity such as a protest, demonstration, or similar public assembly, that is free and open to the public and does not advertise or promote a commercial product or service; provided, however, that a commercial entity's sponsorship of such an event shall not, by itself, constitute advertising or promotion for purposes of this exclusion so long as the entity does not engage in the sale of products or services at the event;
 - (5) For which the permit fee to be paid to the City is \$1,000 or less;
- (6) For a concert in a public park to which the public has free access, provided that this exception shall not apply to a permit for an otherwise private or ticketed Special Event that includes a free public concert as an ancillary aspect of the event and such concert is not the primary purpose of the event:

- (7) For a Special Event that is sponsored by a non-profit entity where the primary purpose of the event is fundraising for that non-profit entity and/or other non-profit entities; or
- (8) For a Special Event that is sponsored by a primary or secondary educational institution or by a youth athletic league.

"Special Event" shall mean a temporary event on property under the jurisdiction of the

Recreation and Park Commission with anticipated attendance of 150 or more persons. Examples of

Special Events include concerts, fairs, festivals, community events, mass participation sports (such as

marathons and other running events, bicycle races, or tours), or spectator sports. "Special Event"

shall include an event that is funded in whole or in part by City funds.

- (c) Preemption. Nothing in this Section 21C.10 shall be interpreted or applied so as to create any right, power, or duty in conflict with any federal or state law.
- (d) Conflict with Other Sections. In the event of a conflict between this Section 21C.10 and any other sections of this Chapter 21C, the other section(s) shall prevail.

(e) Operative Date and Application.

- (1) This Section 21C.10 shall become operative upon the initial setting by the Board of Supervisors of a Prevailing Rate of Wages for loading, unloading, and driving of Commercial Vehicles at Special Events on City property. This initial Prevailing Rate of Wages shall be set in accordance with the process established in Section 21C.7(c)(1), except the Civil Service Commission shall submit to the Board of Supervisors data as to the Prevailing Rate of Wages no later than 120 days after the effective date of this Section 21C.10. Thereafter, the Commission shall submit data as to the Prevailing Rate of Wages for loading, unloading, and driving of Commercial Vehicles at Special Events on City property, on or before the first Monday in November each year in accordance with Section 21C.7(c)(1).
- (2) This Section 21C.10 is intended to have prospective effect only, and shall not be interpreted to impair the obligations of any pre-existing Permit issued or entered into by the City. This Section shall only apply to Permits entered into on or after the operative date of this Section.

(f)	Exemptions.	This Section	21C.10 sha	ll not appl	y to the following:

- (1) any Individual engaged in the loading or unloading of portable toilets, temporary fencing, or temporary barricades, or any Individual driving a Commercial Vehicle from which portable toilets, temporary fencing, or temporary barricades are loaded or unloaded;
- (2) individual vendors at a flea market or farmers market conducted on City property:

 provided, however, that this Section shall apply to loading, unloading, or driving of Commercial

 Vehicles for such events if these events would otherwise be covered by this Section 21C.10 and the

 loading, unloading or driving is performed by the operator or management of the flea market or

 farmers market:
 - (3) work that is covered under a collective bargaining agreement; or (4) work that is performed by a City employee.
- (g) Severability. If any provision or provisions of this Section 21C.10 or any application thereof is held invalid, such invalidity shall not affect any other provisions or applications of the Section.

Section 2. Effective Date. This ordinance shall become effective 30 days after enactment. Enactment occurs when the Mayor signs the ordinance, the Mayor returns the ordinance unsigned or does not sign the ordinance within ten days of receiving it, or the Board of Supervisors overrides the Mayor's veto of the ordinance. However, as indicated in Administrative Code Section 21C.10(e), Section 21C.10 shall become operative only upon the initial setting of a Prevailing Rate of Wages for the categories of work covered by that section.

Section 3. Scope of Ordinance. In enacting this ordinance, the Board of Supervisors intends to amend only those words, phrases, paragraphs, subsections, sections, articles, numbers, punctuation marks, charts, diagrams, or any other constituent parts of the Municipal

Code that are explicitly shown in this ordinance as additions, deletions, Board amendment additions, and Board amendment deletions in accordance with the "Note" that appears under the official title of the ordinance.

APPROVED AS TO FORM: DENNIS J. HERRERA, City Attorney

By:

Deputy City Attorney

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REVISED LEGISLATIVE DIGEST

(Substituted, 4/12/2016)

[Administrative Code - Prevailing Wages for Commercial Vehicle Loading and Unloading on Park Property]

Ordinance amending the Administrative Code to require that prevailing wages be paid for work loading or unloading materials, goods, or products for special events on City park property, and the driving of commercial vehicles for that purpose.

Existing Law

In addition to prevailing wage requirements governing public works projects, several City ordinances require the payment of prevailing wages for certain types of work connected with City property, including, among others, janitorial services, parking garage attendant services, theatrical workers services, moving services, trade show work, and broadcast services. See Admin. Code §§ 21C.1-21C.9. There is no prevailing wage ordinance governing work loading, unloading, or driving commercial vehicles for special events on City property.

Amendments to Current Law

The ordinance would require that permits for special events on City property under the jurisdiction of the Recreation and Park Commission include a requirement that prevailing wage be paid to (1) any individual performing work loading or unloading on City property materials, goods, or products into or from a Commercial Vehicle for the special event, and (2) any individual driving a Commercial Vehicle from which materials, goods, or products are loaded or unloaded for such special event. The ordinance would apply to temporary events on park property with an anticipated attendance of 150 or more persons.

The ordinance defines "Commercial Vehicle" as a vehicle that (1) is used primarily for the transportation of materials, goods, or products, (2) has six wheels or more, and (3) displays or is required to display a California Commercial Vehicle Registration Act weight decal sticker. Commercial Vehicle does not include a vehicle being used exclusively for food catering purposes.

The ordinance exempts the following types of events or activities from the prevailing wage requirement for loading, unloading or driving of Commercial Vehicles on City property:

- 1. Weddings
- 2. Film production pursuant to Chapter 57 of this Code
- 3. Work for which the payment of prevailing wage rates applicable to public works projects is required

- 4. A street fair, block party, parade, festival, or any celebration directly associated with such street fair, block party, parade, festival, or any other expressive activity such as a protest, demonstration, or similar public assembly, that is free and open to the public and does not advertise or promote a commercial product or service
- 5. Events for which the permit fee to be paid to the City is \$1,000 or less
- 6. A concert in a public park to which the public has free access, unless the concert is only an ancillary part of an otherwise private or ticketed event
- 7. A special event that is sponsored by a non-profit entity where the primary purpose of the event is fundraising for that non-profit entity and/or other non-profit entities; or
- 8. A special event that is sponsored by a primary or secondary educational institution or by a youth athletic league
- 9. Loading or unloading of portable toilets, temporary fencing, and/or temporary barricades, or driving a Commercial Vehicle from which goods are loaded or unloaded
- 10. Work performed by individual vendors at a flea market or farmers market on City property, unless such work is performed by the operator or management of the flea market or farmers market
- 11. Work that is covered under a collective bargaining agreement
- 12. Work that is performed by a City employee

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Item 1 Department:

File 16-0199 Office of Labor Standards and Enforcement (OLSE)

(Continued from April 20, 2016)

EXECUTIVE SUMMARY

Legislative Objectives

 The proposed ordinance would amend the Administrative Code to add Section 21C.10 to require that prevailing wages be paid to workers who (1) load or unload materials, goods, or products into or from a commercial vehicle for special events or shows on City property; and/or (2) drive commercial vehicle for that purpose. For drivers, prevailing wage is paid for all hours driven within City limits.

Key Points

• The Board of Supervisors annually sets prevailing wage rates for employees of businesses with particular types of City contracts. These contracts currently include: (1) public works or construction; (2) janitorial and window cleaning services; (3) public off-street parking lots, garages, and vehicle storage facilities; (4) theatrical performances; (5) solid waste hauling services; (6) moving services; (7) trade show and special event work; and (8) broadcast service work on City property.

Fiscal Impact

 Although the proposed ordinance could increase the wage costs to produce shows or hold special events on City property, it is unknown as to whether or not these increased costs to the show or special events sponsors would reduce the number of shows or special events on City property, and consequently reduce contract, lease, franchise or permit revenues to the City.

Recommendation

Approval of the proposed ordinance is a policy decision for the Board of Supervisors.

MANDATE STATEMENT

City Charter Section 2.105 states that all legislative acts shall be by ordinance and shall require two readings by the Board of Supervisors.

The City's Administrative Code requires certain businesses that have contracts with the City, including public works contracts, to pay employees the highest general prevailing rate of wages for similar work in private employment. These requirements are enforced by the City's Office of Labor Standards Enforcement.

BACKGROUND

The Board of Supervisors annually sets prevailing wage rates for employees of businesses with particular types of City contracts. Table 1 below identifies the (a) specific Administrative Code Sections, (b) the dates each Administrative Code Section was last amended by the Board of Supervisors, and (c) the types of City contracts, leases, and/or operating agreements in which such businesses are required to pay prevailing wages.

Table 1: List of Contractors Required to Pay Prevailing Wages

Administrative Code	Date of Most Recent Amendment	Type of Contract
Section 6.22 (E)	May 19, 2011	Public works or construction
Section 21C.2	February 2, 2012	Janitorial and window cleaning services
Section 21C.3	February 2, 2012	Public off-street parking lots, garages and vehicle storage facilities
Section 21C.4	February 2, 2012	Theatrical performances
Section 21C.5	February 2, 2012	Solid waste hauling services
Section 21C.6	February 2, 2012	Moving services
Section 21C.8	June 29, 2014	Trade show and special event work
Section 21C.9	February 10, 2016	Broadcast service workers on City property

DETAILS OF PROPOSED LEGISLATION

The proposed ordinance would amend the Administrative Code to add Section 21C.10 to require that prevailing wages be paid by businesses having contracts, leases, franchise, permits or agreements with the City to their employees who (1) load or unload materials, goods, or products into or from a commercial vehicle for special events or shows on City property; and/or (2) drive commercial vehicle in which materials, goods or products are loaded or unloaded for

shows and special events.¹ For drivers, prevailing wage is paid for all hours driven within City limits.

The proposed ordinance would apply to contracts, leases, franchises, permits or agreements for special events or shows on City property, with the following exceptions provided in Administrative Code Sections 21C.4 (b) or 21C.8 (b):

- Celebration of a marriage, domestic partnership, or civil union;
- A show in a City park or City street, or on Port property that has free public access;
- A special event in a City park or City street, or on Port property that has free public access and advertising for the event of less than \$10,000;
- Film production;
- Shows or property under the jurisdiction of the Art Commission;
- Shows and special events for which set-up time is three hours or less, or the number of individuals working on the set-up is two or less;
- Special events that require payment of prevailing wage rates applicable to public works projects;
- Street fairs sponsored by nonprofit organizations and have free public access; and
- Any circumstance where application of prevailing wage rates would be preempted by federal or state law.

The proposed new Administrative Code Section 21C.10 also exempts from the prevailing wage requirements:

- Loading or unloading portable toilets and temporary fences or barricades, or driving commercial vehicles for that purpose;
- Individual vendors and farmers at flea markets and farmers markets (but not loading, unloading or driving commercial vehicles to flea markets and farmers markets);
- Individuals covered by a collective bargaining agreement;
- Work performed by city employees; and
- Mass participation sports events sponsored by a nonprofit organization for the purpose of fundraising.

The Budget and Legislative Analyst's Office has been advised that the Office of the Sponsor will introduce amendments to the proposed ordinance at the September 14, 2016 Budget and Finance Committee meeting. This report is based on the proposed amendments.

¹ A commercial vehicle is defined as a vehicle that is (1) primarily used for the transportation of materials, goods, or products, (2) has six wheels or more, and (3) is required to be registered as a commercial vehicle with the California Department of Motor Vehicles. Commercial vehicles shall not include vehicles used exclusively for food catering purposes.

FISCAL IMPACT

Although the proposed ordinance could increase the wage costs to produce shows or hold special events on City property, it is unknown as to whether or not these increased costs to the show or special events sponsors would reduce the number of shows or special events on City property, and consequently reduce contract, lease, franchise or permit revenues to the City.

RECOMMENDATION

Approval of the proposed ordinance is a policy decision for the Board of Supervisors.

BOARD of SUPERVISORS



City Hall 1 Dr. Carlton B. Goodlett Place, Room 244 San Francisco 94102-4689 Tel. No. 554-5184 Fax No. 554-5163 TDD/TTY No. 554-5227

MEMORANDUM

TO:

Michael Brown, Executive Officer, Civil Service Commission

Phil Ginsburg, General Manager, Recreation and Park Department Donna Levitt, Division Manager, Office of Labor Standards Enforcement

Regina Dick-Endrizzi, Director, Small Business Commission

Susannah Greason Robbins, Executive Director, Film Commission

FROM:

Linda Wong, Assistant Clerk, Budget and Finance Committee

DATE:

April 18, 2016

SUBJECT: LEGISLATION INTRODUCED

The Board of Supervisors' Budget and Finance Committee has received the following substituted legislation, introduced by Supervisor Scott Wiener:

File No. 160199

Ordinance amending the Administrative Code to require that prevailing wages be paid for work loading or unloading materials, goods, or products for special events on City park property, and the driving of commercial vehicles for that purpose.

If you have any comments or reports to be included with the file, please forward them to me at the Board of Supervisors, City Hall, Room 244, 1 Dr. Carlton B. Goodlett Place, San Francisco, CA 94102.

c: Sarah Madland, Recreation and Park Department

Wong, Linda (BOS)

From:

Wong, Linda (BOS)

Sent:

Monday, April 18, 2016 9:23 AM

To:

Brown, Michael (CSC); Ginsburg, Phil (REC); 'Levitt, Donna (ADM)'; Dick-Endrizzi, Regina

(ECN); Robbins, Susannah (ECN)

Cc:

Madland, Sarah (REC)

Subject:

File No. 160199 - REFERRAL FROM BOARD OF SUPERVISORS (Substituted Legislation)

Attachments:

160199.pdf

Good morning,

Attached is a referral for BOS File No. 160199, which is being sent to you for informational purposes. If you have any comments or reports to be included with the file, please respond to this email or forward them to me at the address listed below.

File No. 160199

Administrative Code - Prevailing Wages for Commercial Vehicle Loading and Unloading on Park Property (Substituted on April 12th)

Sincerely,

Linda Wong Board of Supervisors 1 Dr. Carlton B. Goodlett Place, City Hall, Room 244 San Francisco, CA 94102-4689 Phone: 415.554.7719 | Fax: (415) 554-5163

Phone: 415.554.7719 | Fax: (415) 554-5163 Linda.Wong@sfgov.org | www.sfbos.org

Please complete a Board of Supervisors Customer Service Satisfaction form by clicking here.

The <u>Legislative Research Center</u> provides 24-hour access to Board of Supervisors legislation, and archived matters since August 1998.

Disclosures: Personal information that is provided in communications to the Board of Supervisors is subject to disclosure under the California Public Records Act and the San Francisco Sunshine Ordinance. Personal information provided will not be redacted. Members of the public are not required to provide personal identifying information when they communicate with the Board of Supervisors and its committees. All written or oral communications that members of the public submit to the Clerk's Office regarding pending legislation or hearings will be made available to all members of the public for inspection and copying. The Clerk's Office does not redact any information from these submissions. This means that personal information—including names, phone numbers, addresses and similar information that a member of the public elects to submit to the Board and its committees—may appear on the Board of Supervisors website or in other public documents that members of the public may inspect or copy.

BOARD of SUPERVISORS



City Hall
1 Dr. Carlton B. Goodlett Place, Room 244
San Francisco 94102-4689
Tel. No. 554-5184
Fax No. 554-5163
TDD/TTY No. 554-5227

MEMORANDUM

TO:

Michael Brown, Executive Officer, Civil Service Commission

Phil Ginsburg, General Manager, Recreation and Park Department Donna Levitt, Division Manager, Office of Labor Standards Enforcement

Regina Dick-Endrizzi, Director, Small Business Commission

Susannah Greason Robbins, Executive Director, Film Commission

FROM:

Linda Wong, Assistant Clerk, Budget and Finance Committee

DATE:

March 15, 2016

SUBJECT:

LEGISLATION INTRODUCED

The Board of Supervisors' Budget and Finance Committee has received the following proposed legislation, introduced by Supervisor Scott Wiener:

File No. 160199

Ordinance amending the Administrative Code to require that prevailing wages be paid for work loading or unloading materials, goods, or products for special events on City park property, and the driving of commercial vehicles for that purpose.

If you have any comments or reports to be included with the file, please forward them to me at the Board of Supervisors, City Hall, Room 244, 1 Dr. Carlton B. Goodlett Place, San Francisco, CA 94102.

c: Sarah Madland, Recreation and Park Department

Wong, Linda (BOS)

From:

Wong, Linda (BOS)

Sent:

Tuesday, March 15, 2016 3:34 PM

To:

Brown, Michael (CSC); Ginsburg, Phil (REC); Levitt, Donna (ADM); Dick-Endrizzi, Regina

(ECN); Robbins, Susannah (ECN)

Cc:

Madland, Sarah (REC)

Subject:

File No. 160199 - REFERRAL FROM BOARD OF SUPERVISORS (Budget & Finance

Committee)

Attachments:

160199.pdf

Good afternoon,

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File No. 160199

Administrative Code - Prevailing Wages for Commercial Vehicle Loading and Unloading on Park Property

Sincerely,

Linda Wong Board of Supervisors 1 Dr. Carlton B. Goodlett Place, City Hall, Room 244 San Francisco, CA 94102-4689

Phone: 415.554.7719 | Fax: (415) 554-5163 Linda.Wong@sfgov.org | www.sfbos.org

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Introduction Form

By a Member of the Board of Supervisors or the Mayor

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

RECEIVED W

Time stamp or meeting date

	1. For reference to Committee.		
	An ordinance, resolution, motion, or charter amendment.		
	2. Request for next printed agenda without reference to Committee.		
	3. Request for hearing on a subject matter at Committee.		
	4. Request for letter beginning "Supervisor inquires"		
	5. City Attorney request.		
	6. Call File No. from Committee.		
	7. Budget Analyst request (attach written motion).		
\boxtimes	8. Substitute Legislation File No. 160199		
\square	9. Request for Closed Session-(attach written motion).		
	10. Board to Sit as A Committee of the Whole.		
	11. Question(s) submitted for Mayoral Appearance before the BOS on		
Plea	use check the appropriate boxes. The proposed legislation should be forwarded to the following: Small Business Commission Youth Commission Ethics Commission		
	☐ Planning Commission ☐ Building Inspection Commission		
Note:	For the Imperative Agenda (a resolution not on the printed agenda), use a Imperative		
Spons	sor(s):		
Supe	rvisor Wiener		
Subj	ect:		
Adm	inistrative Code - Prevailing Wages for Commercial Vehicle Loading and Unloading on Park Property		
The 1	text is listed below or attached:		
	nance amending the Administrative Code to require that prevailing wages be paid for work loading or unloading rials, goods, or products for special events on City park property, and the driving of commercial vehicles for that ose.		
	Signature of Sponsoring Supervisor:		
For 6	Clerk's Use Only:		



Introduction Form

By a Member of the Board of Supervisors or the Mayor

I her	beby submit the following item for introduction (select only one):	or meeting date	
\boxtimes	1. For reference to Committee.		
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Super	visor Wiener		
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Admi	nistrative Code - Prevailing Wages for Commercial Vehicle Loading and Unloading on Park	Property	
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