

File No. 1601192

Committee Item No. 5

Board Item No. _____

COMMITTEE/BOARD OF SUPERVISORS

AGENDA PACKET CONTENTS LIST

Committee: Budget & Finance Committee

Date November 30, 2016

Board of Supervisors Meeting

Date _____

Cmte Board

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Completed by: Linda Wong Date November 22, 2016
 Completed by: Linda Wong Date _____

1 [Issuance of Taxable and Tax-Exempt General Obligation Bonds (Public Health and Safety,
2 2016) - Not to Exceed \$350,000,000]

3 **Resolution providing for the issuance of not to exceed \$350,000,000 aggregate**
4 **principal amount of City and County of San Francisco Taxable and Tax-Exempt General**
5 **Obligation Bonds (Public Health and Safety, 2016); authorizing the issuance and sale of**
6 **such bonds; providing for the levy of a tax to pay the principal and interest thereof;**
7 **providing for the appointment of depositories and other agents for such bonds;**
8 **providing for the establishment of accounts related thereto; declaring the City's**
9 **reasonable official intent to reimburse prior expenditures; adopting findings under the**
10 **California Environmental Quality Act, and Administrative Code, Chapter 31; finding that**
11 **the proposed project is in conformity with the priority policies of Planning Code,**
12 **Section 101.1(8), with the General Plan consistency requirement of Charter,**
13 **Section 4.105, and Administrative Code, Section 2A.53; ratifying certain actions**
14 **previously taken, as defined herein; and granting general authority to City officials to**
15 **take necessary actions in connection with the issuance and sale of such bonds, as**
16 **defined herein.**

17
18 WHEREAS, By Resolution No. 50-16, adopted by the Board of Supervisors (the "Board
19 of Supervisors") of the City and County of San Francisco (the "City") on February 9, 2016, it
20 was determined and declared that public interest and necessity demand the rehabilitation,
21 improvement and seismic upgrade of public health and safety facilities, including making
22 seismic upgrades and improvements to the Pricilla Chan and Mark Zuckerberg San Francisco
23 General Hospital campus, the renovation of and construction of a new addition to the South
24 East Health Center; the improvement of high-demand community health centers with the
25 expansion of and access to mental health, urgent care, substance abuse, dental, and social

1 services; the construction of a seismically safe Ambulance Deployment Facility, and the
2 modernization and upgrade of neighborhood fire stations Citywide; and the improvement and
3 increased capacity of facilities to better serve homeless individuals and families at City-owned
4 shelters and homeless service sites, and the payment of related costs necessary or
5 convenient for the foregoing purposes; and

6 WHEREAS, By Ordinance No. 22-16, adopted by the Board of Supervisors on
7 February 23, 2016, the Board of Supervisors duly called a special election to be held on June
8 7, 2016, for the purpose of submitting to the electors of the City a proposition to incur bonded
9 indebtedness of the City in the amount of \$350,000,000 to finance the construction,
10 acquisition, improvement, seismic strengthening and betterment of critical community and
11 mental health, emergency response and safety, and homeless shelter and service facilities
12 and related costs necessary or convenient for the foregoing purposes, as described therein
13 (collectively, the "Project"); and

14 WHEREAS, A special election was held in the City on June 7, 2016, for the purpose of
15 submitting to the qualified voters of the City such proposition, denominated as Proposition A,
16 as follows:

17 "To protect public health and safety, improve community medical and mental health
18 care services, earthquake safety, and emergency medical response; to seismically
19 improve, and modernize neighborhood fire stations and vital public health and
20 homeless service sites; to construct a seismically safe and improved San Francisco
21 Fire Department ambulance deployment facility; and to pay related costs, shall the City
22 and County of San Francisco issue \$350,000,000 in general obligation bonds, subject
23 to citizen oversight and regular audits?"; and

1 WHEREAS, On July 12, 2016, by Resolution No. 286-16, this Board of Supervisors
2 declared the results of the June 7, 2016 special election finding that, as certified by the
3 Director of Elections of the City, the requisite two-thirds of all voters voting on the proposition
4 approved such proposition; and

5 WHEREAS, This Board of Supervisors has determined, and does hereby declare that it
6 is necessary and desirable that all of such bonds designated generally as "City and County of
7 San Francisco Taxable and Tax-Exempt General Obligation Bonds (Public Health and Safety,
8 2016)" (the "Bonds") in the aggregate principal amount of \$350,000,000, be issued and sold
9 in one or more series from time to time, for the purposes authorized and on the conditions set
10 forth in this Resolution; and

11 WHEREAS, The Bonds will be payable from proceeds of the annual tax levy, as
12 provided herein; and,

13 WHEREAS, Section 1.150-2 of the Treasury Regulations promulgated under the
14 Internal Revenue Code of 1986 (the "Reimbursement Regulations") requires the City to
15 declare its reasonable official intent to reimburse prior expenditures with the proceeds of a
16 subsequent borrowing; and

17 WHEREAS, The Reimbursement Regulations require that any reimbursement
18 allocation of proceeds of the Bonds to be made with respect to expenditures incurred prior to
19 the issuance of the Bonds will occur not later than eighteen (18) months after the later of (i)
20 the date on which the expenditure is paid or (ii) the date on which the facilities are placed in
21 service, but in no event later than three (3) years after the expenditure is paid; and

22 WHEREAS, The Bonds are being issued pursuant to (i) this Resolution duly adopted
23 by the Board of Supervisors, (ii) Title 5, Division 2, Part 1, Chapter 3, Article 4.5 of the
24 California Government Code, (iii) the Charter of the City (the "Charter") and (iv) a duly held
25 election; and

1 WHEREAS, Pursuant to Section 9.106 of the Charter, there shall be delivered a
2 certificate of a duly authorized officer of the City, concurrently with the issuance of each series
3 of Bonds, except for any series of Bonds issued to refund any bond anticipation notes issued
4 in anticipation of the issuance of such series of Bonds, stating that the outstanding general
5 obligation bond indebtedness of the City, including all series of the Bonds issued and to be
6 issued and outstanding on the date of delivery of such series, will not exceed three percent of
7 the assessed value of all taxable real and personal property located within the City; now,
8 therefore, be it

9 RESOLVED, By the Board of Supervisors of the City and County of San Francisco, as
10 follows:

11 Section 1. Recitals. All of the recitals herein are true and correct.

12 Section 2. Conditions Precedent. All conditions, things and acts required by law to
13 exist, to happen and to be performed precedent to the adoption of this Resolution authorizing
14 the issuance of the Bonds exist, have happened and have been performed in due time, form
15 and manner in accordance with applicable law, and the City is now authorized pursuant to the
16 Charter and applicable law to incur indebtedness in the manner and form provided in this
17 Resolution.

18 Section 3. Issuance of the Bonds. The Board of Supervisors hereby authorizes the
19 issuance and sale of \$350,000,000 aggregate principal amount of Bonds, designated
20 generally as "City and County of San Francisco Taxable and Tax-Exempt General Obligation
21 Bonds (Public Health and Safety, 2016)." The Bonds may be sold in one or more series
22 (each series of such Bonds to bear such additional or other designation as may be necessary
23 or appropriate to distinguish such series from every other series and from other bonds issued
24 by the City) as the Board of Supervisors shall determine, and shall be sold in accordance with
25 law, as such law may from time to time be amended, supplemented or revised, and on the

1 terms and conditions approved by the Board of Supervisors in this Resolution, as
2 supplemented by such other resolution or resolutions relating to such series of Bonds and as
3 provided in the resolution of the Board of Supervisors authorizing and directing the sale of
4 each series of Bonds (each, a "Sale Resolution"). The offering and sale of the Bonds may be
5 aggregated with the offering and sale of other general obligation bonds being issued by the
6 City, as authorized from time to time by the Board of Supervisors.

7 Section 4. Authentication and Registration. The Sale Resolution for each series of
8 Bonds shall set forth the form of such Bond, with such necessary or appropriate variations,
9 omissions and insertions as may be permitted by resolution. "CUSIP" identification numbers
10 may be imprinted on Bonds, but such numbers shall not constitute a part of the contract
11 evidenced by the Bonds and any error or omission with respect thereto shall not constitute
12 cause for refusal of any purchaser to accept delivery of and to pay for the Bonds. In addition,
13 failure on the part of the City to use such CUSIP numbers in any notice to owners of the
14 Bonds shall not constitute an event of default or any violation of the City's contract with such
15 owners and shall not impair the effectiveness of any such notice.

16 The Bonds shall be signed by the Mayor of the City (the "Mayor") and countersigned by
17 the manual signature of the Clerk of the Board of Supervisors. The signature of the Mayor
18 may be facsimile or manual. The Treasurer of the City (the "City Treasurer") shall
19 authenticate the Bonds by manual signature and, when so authenticated, shall deliver the
20 Bonds to or for the account of the purchasers in exchange for the purchase price thereof.

21 In case such officer(s) whose signature(s) or countersignature(s) appear(s) on a Bond
22 shall cease to be such officer(s) before the delivery of such Bond to the purchaser, such
23 signature(s) or countersignature(s) shall nevertheless be valid and sufficient for all purposes
24 as if the officer(s) had remained in office until the delivery of such Bond.
25

1 Section 5. Transfer or Exchange and Registration of Bonds. Any Bond may be
2 transferred or exchanged in accordance with its terms and the applicable Sale Resolution.
3 Each Bond shall be registered in accordance with the applicable Sale Resolution.

4 Section 6. General Redemption Provisions. The terms of redemption (whether optional
5 or mandatory redemption), if any, of any series of Bonds and the manner prescribed for notice
6 of any redemption of such series of Bonds shall be set forth in the applicable Sale Resolution.

7 Each Sale Resolution shall provide that the Controller of the City (the "Controller") shall
8 establish a redemption account for such series of Bonds. The City Treasurer shall provide for
9 the deposit and application of moneys in such redemption account.

10 Section 7. Tax Levy. For the purpose of paying the principal of and interest on the
11 Bonds, the Board of Supervisors at the time of fixing the general tax levy shall fix, and in the
12 manner provided for such general tax levy, levy and collect annually until the Bonds are paid,
13 or until there shall be a sum set apart for that purpose in the treasury of the City sufficient to
14 meet all sums coming due for payment of principal of and interest on the Bonds, a tax
15 sufficient to pay the annual interest on the Bonds as the same becomes due and also such
16 part of the principal thereof as shall become due before the proceeds of a tax levied at the
17 time for making the next general tax levy can be made available for the payment of such
18 interest or principal.

19 Such tax shall be in addition to all other taxes levied for City purposes, shall be
20 collected at the time and in the same manner as other taxes of the City are collected, and
21 shall be used only for the payment of the Bonds and the interest thereon.

22 All taxes collected pursuant to this Section 7 shall be deposited forthwith in a special
23 account to be designated as the "General Obligation Bonds (Public Health and Safety, 2016),
24 Bond Account" (the "Bond Account") and each and every series of Bonds issued under this
25 Resolution shall be equally and ratably secured by the taxes collected pursuant to this Section

1 7. The Bond Account shall be administered by the City Treasurer. The Bond Account shall
2 be kept separate and apart from all other accounts. Pursuant to the applicable Sale
3 Resolution, the Controller may establish such additional accounts and subaccounts within the
4 Bond Account or with any agent, including but not limited to any paying agent or fiscal agent,
5 as may be necessary or convenient in connection with the administration of any series of
6 Bonds, to provide for the payment of principal and interest on such series of Bonds.

7 The City Treasurer shall deposit in the Bond Account from the proceeds of sale of the
8 Bonds, any moneys received on account of original issue premium and interest accrued on
9 the Bonds to the date of payment of the purchase price thereof, and such other moneys, if
10 any, as may be specified in the applicable Sale Resolution. So long as any of the Bonds are
11 outstanding, moneys in the Bond Account shall be used and applied by the City Treasurer
12 solely for the purpose of paying the principal of and interest on the Bonds as such principal
13 and interest shall become due and payable, or for purchase of Bonds if permitted by the
14 applicable Sale Resolution; provided, however, that when all of the principal of and interest on
15 the Bonds have been paid, any moneys then remaining in such Bond Account shall be
16 transferred to the General Fund of the City. The Board of Supervisors shall take such actions
17 annually as are necessary or appropriate to cause the debt service on the Bonds due in any
18 fiscal year to be included in the budget for such fiscal year and to make the necessary
19 appropriations therefor.

20 Section 8. Administration and Disbursements From Bond Account.

21 (a) Interest. On or before June 15 and December 15 in each year that any of the Bonds
22 are outstanding, the City Treasurer shall set aside in the Bond Account and the appropriate
23 subaccounts therein relating to each series of the Bonds an amount which, when added to the
24 amount contained in the Bond Account and subaccounts therein on that date, if any, will be
25

1 equal to the aggregate amount of the interest becoming due and payable on each series of
2 the Bonds outstanding on such interest payment date.

3 (b) Principal. On or before June 15 in each year that any of the Bonds are outstanding,
4 the City Treasurer shall set aside in the Bond Account and the appropriate subaccounts
5 therein relating to each series of the Bonds an amount which will be equal to the principal on
6 each series of the Bonds outstanding that will become due and payable on June 15, including
7 those Bonds subject to mandatory redemption on such date pursuant to the provisions of the
8 applicable Sale Resolution.

9 All moneys in the Bond Account shall be used and withdrawn by the City Treasurer
10 solely for the purpose of paying the principal of and interest on each series of the Bonds as
11 the same shall become due and payable. On June 15 and December 15 in each year that any
12 Bond is outstanding, the City Treasurer shall allocate, transfer and apply to the various
13 subaccounts in the Bond Account created pursuant to the applicable Sale Resolution, on such
14 date on which payment of principal or interest on any series of Bonds is due, from moneys on
15 deposit in the Bond Account, an amount equal to the amount of principal of, premium, if any,
16 or interest due on such date with respect to each series of the Bonds then outstanding.
17 Unless other provision shall have been made pursuant to this Resolution for the payment of
18 any Bond, all amounts held in the various subaccounts of the Bond Account created pursuant
19 to a Sale Resolution shall be used and applied by the City Treasurer to pay principal of,
20 premium, if any, and interest due on the series of the Bonds to which such subaccount
21 relates, as and when due.

22 Section 9. Appointment of Depositories and Other Agents. The City Treasurer is hereby
23 authorized and directed to appoint one or more depositories as he or she may deem desirable
24 and may authorize such depository to perform, under the supervision of the City Treasurer,
25

1 any of the City Treasurer's duties and responsibilities under this Resolution, to the extent
2 permitted by applicable law.

3 The City Treasurer is hereby also authorized and directed to appoint one or more
4 agents as he or she may deem necessary or desirable. To the extent permitted by applicable
5 law and under the supervision of the City Treasurer, such agents may serve as paying agent,
6 fiscal agent, escrow agent or registrar for the Bonds or may assist the City Treasurer in
7 performing any or all of such functions and such other duties as the City Treasurer shall
8 determine including such duties and responsibilities of the City Treasurer provided for in this
9 Resolution. Such agents shall serve under such terms and conditions as the City Treasurer
10 shall determine. The City Treasurer may remove or replace agents appointed pursuant to this
11 paragraph at any time.

12 Section 10. Project Account. There is hereby established a project account to be
13 designated as the "General Obligation Bonds (Public Health and Safety, 2016) Project
14 Account" (the "Project Account"). The Project Account shall be maintained by the City
15 Treasurer, as a separate account, segregated and distinct from all other accounts. The City
16 Treasurer may establish such accounts and subaccounts within the Project Account as may
17 be necessary or convenient in connection with the administration of the Project or the Bonds.

18 All of the proceeds of the sale of the Bonds (excluding any premium and accrued
19 interest received thereon, unless otherwise determined by the Director of Public Finance)
20 shall be deposited by the City Treasurer to the credit of the Project Account and shall be
21 applied exclusively to the objects and purposes specified in Proposition A. When such objects
22 and purposes have been accomplished, any moneys remaining in such account shall be
23 transferred to the Bond Account established pursuant to Section 7 hereof and applied to the
24 payment of the principal of and interest on any series of Bonds. Amounts in the Project
25 Account may be applied to the payment of costs of issuance of the Bonds, including, without

1 limitation, bond and financial printing expenses, mailing and publication expenses, rating
2 agency fees, and the fees and expenses of paying agents, credit enhancers, registrars,
3 financial consultants co-bond counsel, and disclosure counsel.

4 Section 11. Defeasance Provisions. A Sale Resolution may provide for the defeasance
5 of such series of Bonds authorized therein. Any Bonds which have been deemed paid in
6 accordance with the defeasance provisions of the applicable Sale Resolution shall no longer
7 be deemed outstanding under this Resolution.

8 Section 12. Tax Covenants. The Bonds may be issued as bonds the interest on which
9 is excluded from gross income for federal or state income tax purposes or as bonds the
10 interest on which is included in gross income for federal or state income tax purposes. With
11 respect to any series of the Bonds issued as bonds the interest on which is excluded from
12 gross income for federal or state income tax purposes, the City may make such covenants
13 and representations as are necessary to comply with applicable laws and regulations.

14 Section 13. Other Terms and Provisions Relating To the Bonds. The Sale Resolution
15 for any series of Bonds may provide for (a) the purchase of bond insurance or other credit
16 enhancement relating to such series of Bonds and to the establishment of such additional
17 terms and procedures as may be necessary to provide for the application of such bond
18 insurance or other credit enhancement for the benefit of the bondholders; (b) the investment
19 of moneys held in any fund or account relating to the Bonds in specific categories or types of
20 investments, so long as such investments are legal investments for the City and in compliance
21 with any policy or guideline of the City applicable thereto; and (c) the adoption of any
22 supplemental resolutions relating solely to such series of Bonds.

23 Section 14. Supplemental Resolutions. For any one or more of the following purposes
24 and at any time or from time to time, a supplemental resolution of the City may be adopted,
25

1 which, without the requirement of consent of the owners of the Bonds, shall be fully effective
2 in accordance with its terms:

3 (a) To add to the covenants and agreements of the City in this Resolution or any Sale
4 Resolution, other covenants and agreements to be observed by the City which are not
5 contrary to or inconsistent with this Resolution or any Sale Resolution as theretofore in effect;

6 (b) To add to the limitations and restrictions in this Resolution or any Sale Resolution,
7 other limitations and restrictions to be observed by the City which are not contrary to or
8 inconsistent with this Resolution or any Sale Resolution as theretofore in effect;

9 (c) To confirm, as further assurance, any pledge under, and the subjection to any lien
10 or pledge created or to be created by, this Resolution or any Sale Resolution as then in effect,
11 of any moneys, securities or funds, or to establish any additional funds or accounts to be held
12 under this Resolution or any Sale Resolution;

13 (d) To cure any ambiguity, supply any omission, or cure or correct any defect or
14 inconsistent provision in this Resolution or any Sale Resolution; or

15 (e) To make such additions, deletions or modifications as shall not be materially
16 adverse to the owners of the Bonds.

17 Any modification or amendment of this Resolution or any Sale Resolution and of the
18 rights and obligations of the City and of the owners of the Bonds, in any particular, may be
19 made by a supplemental resolution, with the written consent of the owners of at least a
20 majority in aggregate principal amount of the Bonds outstanding at the time such consent is
21 given (except as provided in the preceding paragraph). No such modification or amendment
22 shall permit a change in the terms or maturity of the principal of any outstanding Bonds or of
23 any interest payable thereon or a reduction in the principal amount thereof or in the rate of
24 interest thereon, or shall reduce the percentage of Bonds the consent of the owners of which
25 is required to effect any such modification or amendment, or shall reduce the amount of

1 moneys for the repayment of the Bonds, without the consent of all the owners of such affected
2 Bonds.

3 Section 15. Reimbursement. The City declares its official intent to reimburse prior
4 expenditures of the City incurred prior to the issuance and sale of the Bonds in connection
5 with the Project or portions thereof to be financed by the Bonds. The Board of Supervisors
6 declares the City's intent to reimburse the City with the proceeds of the Bonds for the
7 expenditures with respect to the Project (the "Expenditures" and each an "Expenditure") made
8 on and after that date that is no more than 60 days prior to adoption of this Resolution. The
9 City reasonably expects on the date of adoption of this Resolution that it will reimburse the
10 Expenditures with the proceeds of the Bonds.

11 Each Expenditure was and will be either (a) of a type properly chargeable to a capital
12 account under general federal income tax principles (determined in each case as of the date
13 of the Expenditure), (b) a cost of issuance with respect to the Bonds, (c) an extraordinary
14 nonrecurring item that is not customarily payable from current revenues, or (d) a grant to a
15 party that is not related to or an agent of the City so long as such grant does not impose any
16 obligation or condition (directly or indirectly) to repay any amount to or for the benefit of the
17 City. The maximum aggregate principal amount of the Bonds expected to be issued for the
18 Project is \$350,000,000. The City shall make a reimbursement allocation, which is a written
19 allocation by the City that evidences the City's use of proceeds of the Bonds to reimburse an
20 Expenditure, no later than 18 months after the later of the date on which the Expenditure is
21 paid or the project is placed in service or abandoned, but in no event more than three years
22 after the date on which the Expenditure is paid. The City recognizes that exceptions are
23 available for certain "preliminary expenditures," costs of issuance, certain *de minimis*
24 amounts, and expenditures for construction projects of at least 5 years.

1 Section 16. Citizens' Oversight Committee. The Bonds are subject to, and incorporate
2 by reference, the applicable provisions of San Francisco Administrative Code Section 5.30 –
3 5.36 (the "Citizens' General Obligation Bond Oversight Committee"). Under Section 5.31 of
4 the Citizens' General Obligation Bond Oversight Committee, to the extent permitted by law,
5 one-tenth of one percent (0.1%) of the gross proceeds of each series of the Bonds shall be
6 deposited in the fund established by the Controller's Office and appropriated by the Board of
7 Supervisors at the direction of the Citizens' General Obligation Bond Oversight Committee to
8 cover the costs of such Committee.

9 Section 17. CEQA Findings. The Board of Supervisors finds and declares that this
10 legislation is not defined as a project subject to CEQA because it is a funding mechanism
11 involving no commitment to any specific projects at any specific locations, as set forth in the
12 CEQA Guidelines Section 15378.

13 Section 18. Planning Code. The Board of Supervisors hereby adopts and incorporates
14 by reference the findings and declarations in Ordinance No. 22-16 relative to (i) the
15 conformance of the Bonds to the priority policies of Section 101.1(b) of the San Francisco
16 Planning Code, (ii) the conformance of the Bonds to Section 4.105 of the San Francisco
17 Charter and Section 2A.53(f) of the San Francisco Administrative Code, and (iii) the
18 consistency of the Bonds with the City's General Plan, all as more fully set forth in the General
19 Plan Referral Reports, each dated January 26, 2016, copies of which are on file with the Clerk
20 of the Board of Supervisors in File No. 151276.

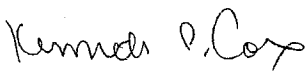
21 Section 19. Ratification. All actions heretofore taken by officials, employees and agents
22 of the City with respect to the sale and issuance of the Bonds consistent with any documents
23 presented and this Resolution are hereby approved, confirmed and ratified.

24 Section 20. General Authority. The Clerk of the Board of Supervisors, the Finance
25 Committee of the Board of Supervisors, the Mayor, the City Treasurer, the City Administrator,

1 the City Attorney, the Director of Public Finance of the City and the Controller are each hereby
2 authorized and directed in the name and on behalf of the City to take any and all steps and to
3 issue and deliver any and all certificates, requisitions, agreements, notices, consents, and
4 other documents, including but not limited to, letters of representations to any depository or
5 depositories, which they or any of them might deem necessary or appropriate in order to
6 consummate the lawful issuance, sale and delivery of the Bonds and otherwise to give effect
7 to this Resolution. Any such actions are solely intended to further the purposes of this
8 Resolution, and are subject in all respects to the terms of this Resolution. No such actions
9 shall increase the risk to the City or require the City to spend any resources not otherwise
10 granted herein. Final versions of any such documents shall be provided to the Clerk of the
11 Board of Supervisors for inclusion in the official file within 30 days (or as soon thereafter as
12 final documents are available) of execution by all parties.

13
14 APPROVED AS TO FORM:
15 DENNIS J. HERRERA City Attorney

16
17 By:



Kenneth D. Roux
Deputy City Attorney

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Items 5, 6 and 7 Files 16-1192, 16-1193 & 16-1194	Department: Department of Public Works
EXECUTIVE SUMMARY	
<p style="text-align: center;">Legislative Objectives</p> <ul style="list-style-type: none"> • File 16-1192: The proposed resolution would authorize the issuance and sale of not to exceed \$350,000,000 aggregate principal amount of City and County of San Francisco taxable and tax-exempt General Obligation (GO) Bonds (Public Health and Safety, 2016). • File 16-1193: The proposed resolution would authorize the sale of not to exceed \$176,000,000 aggregate principal amount of City and County of San Francisco Tax Exempt General Obligation (GO) Bonds (Public Health and Safety, 2016), Series 2017A, which are the first series of the \$350,000,000 Public Health and Safety, 2016, GO Bonds. • File 16-1194: The proposed ordinance would appropriate \$176,000,000 in Series 2017A bond proceeds to partially finance capital projects to renovate, expand, and seismically enhance fire safety and healthcare facilities, construct a larger and more modern City ambulance center, and to repair and modernize neighborhood fire stations, and to build, acquire, and improve facilities to better serve homeless individuals and families. <p style="text-align: center;">Key Points</p> <ul style="list-style-type: none"> • On June 7, 2016, voters of the City approved Proposition A, which authorizes the City and County of San Francisco to issue \$350,000,000 in GO bonds for Public Health and Safety projects. The Office of Public Finance plans to sell \$176,000,000 of the \$350,000,000 in Series 2017A GO bonds in January 2017. • The proposed \$176,000,000 appropriation includes (a) \$146,481,926 for upgrades to San Francisco General Hospital and the City's neighborhood health centers; (b) \$19,920,000 for the construction of a new Fire Department ambulance facility and upgrades to selected neighborhood fire stations; and (c) \$4,850,000 for supporting existing homeless shelters and the potential Homeless Outreach Team deployment facility. <p style="text-align: center;">Fiscal Impact</p> <ul style="list-style-type: none"> • The Office of Public Finance estimates that average annual debt service over 20 years on the GO Bonds is \$13,800,000. The estimated total debt service over 20 years is \$267,270,000, of which \$93,210,000 is interest and \$174,060,000 is principal. • If the Board of Supervisors approves the issuance of the GO Bonds, the debt ratio would increase by 0.08 percent to 1.07 percent—within the 3.00 percent legal debt limit. If all of the City's authorized and unissued bonds were issued, the total debt would be 1.80 percent of the net assessed value of property in the City. <p style="text-align: center;">Recommendation</p> <ul style="list-style-type: none"> • Approve the proposed resolutions (Files 16-1192 and 16-1193) and the proposed ordinance (File 16-1194). 	

MANDATE STATEMENT / BACKGROUND

Mandate Statement

Section 9.105 of the City's Charter provides that the issuance and sale of General Obligation (GO) bonds is subject to Board of Supervisors approval in accordance with State law or local procedures adopted by ordinance.

City Charter Section 9.105 states that amendments to the Annual Appropriation Ordinance are subject to Board of Supervisors approval by ordinance after the Controller certifies the availability of funds.

Background

The Board of Supervisors approved a resolution in January 2016 (File 15-1275) to submit \$350,000,000 in General Obligation (GO) Bonds to the voters to upgrade and enhance seismic safety for healthcare facilities, construct a new ambulance facility and repair neighborhood fire stations, and improve homeless care facilities. On June 7, 2016, a two-thirds majority of voters of the City approved Proposition A, the San Francisco Public Health and Safety General Obligation (GO) Bond. Proposition A authorizes the City and County of San Francisco to issue \$350,000,000 in GO bonds to fund capital projects to renovate, expand, and seismically enhance fire safety and healthcare facilities, construct a larger and more modern City ambulance center, and to repair and modernize neighborhood fire stations, and to build, acquire, and improve facilities to better serve homeless individuals and families.

Proposition A approved expenditures of \$350,000,000 for the following projects:

- \$272,000,000 for the renovation, expansion, and earthquake safety enhancement for fire safety and healthcare facilities (San Francisco General Hospital and other health clinics)
- \$58,000,000 for the construction of a new ambulance facility and the repair and modernization of fire stations
- \$20,000,000 for homeless care facilities

DETAILS OF PROPOSED LEGISLATION

File 16-1192: The proposed resolution would (a) authorize the issuance and sale of not to exceed \$350,000,000 aggregate principal amount of City and County of San Francisco taxable and tax-exempt General Obligation (GO) Bonds (Public Health and Safety, 2016); (b) provide for the levy of property taxes to pay the principal and interest of the GO Bonds; (c) provide for the appointment of depositories and other agents for said bonds; (d) provide for the establishment of related accounts; declare the City's reasonable official intent to reimburse prior expenditures; (e) adopt findings under the California Environmental Quality Act (CEQA), the CEQA Guidelines and San Francisco Administrative Code Chapter 31; (f) find that the proposed project is in conformity with the priority policies of Planning Code Section 101.1(8)

and with the General Plan consistency requirement of Charter Section 4.105 and Administrative Code Section 2A.53; (g) ratify certain actions previously taken; and (h) grant general authority to City officials to take necessary actions in connection with the authorization, issuance, sale and delivery of said bonds.

File 16-1193: The proposed resolution would (a) authorize the sale of not to exceed \$176,000,000 aggregate principal amount of City and County of San Francisco Tax Exempt General Obligation (GO) Bonds (Public Health and Safety, 2016), Series 2017A, which are the first series of the \$350,000,000 Public Health and Safety, 2016, GO Bonds; (b) prescribe the form and terms of said bonds; (c) provide for the appointment of depositories and other agents for such bonds; (d) provide for the establishment of accounts related to said bonds; (e) authorize the sale of such bonds by competitive or negotiated sale f) authorize the execution, authentication, and registration of said bonds; (g) approve the forms of Official Notice of Sale and Notice of Intention to Sell Bonds; direct the publication of the Notice of Intention to Sell Bonds; (h) approve the forms of Official Notice of Sale and Notice of Intention to Sell Bonds and direct the publication of the Notice of Intention to Sell Bonds; (i) approve the form of the Purchase Contract; (j) approve the form of the Preliminary Official Statement and the execution of the Official Statement relating to the sale of such bonds; (k) approve the form of the Continuing Disclosure Certificate; (l) authorize and approve modifications to documents; (m) ratify certain actions previously taken; (n) grant general authority to City officials to take necessary actions in connection with the authorization, issuance, sale, and delivery of such bonds.

File 16-1194: The proposed ordinance would appropriate \$176,000,000 in Series 2017A bond proceeds to partially finance the following:

1. Seismic and fire safety improvements, as well as consolidation of clinical services and upgrades to the San Francisco General Hospital, Building 5, and expanding services and increasing access to the City's neighborhood health centers (\$146,481,296)
2. Construction of a new ambulance facility for the Fire Department, as well as upgrades at selected neighborhood fire stations (\$19,920,000)
3. Supporting existing homeless shelters and the potential creation of a deployment facility for the San Francisco Homeless Outreach Team to improve coordination and delivery of homeless services (\$4,850,000)

Authorization to Issue \$350,000,000 in GO Bonds and Sale of \$176,000,000 Series 2017A Bonds (Files 16-1192 and 16-1193)

The proposed resolutions would authorize (a) the issuance of \$350,000,000 in Public Health and Safety GO Bonds, to be issued in multiple series (File 16-1192), and (b) the sale of \$176,000,000 Series 2017A bonds, which is the first series of the total \$350,000,000 bond issuance (File 16-1193). According to Mr. Joe Chin, Department of Public Works (DPW) Project Manager, DPW is only anticipating two series of bond sales, of which \$176,000,000 will be sold in January 2017, and \$174,000,000 will be sold in approximately July 2018. The sale of \$174,000,000 to be sold in approximately July 2018 is subject to future Board of Supervisors approval.

Financing Parameters

Of the first series of \$176,000,000 of the total \$350,000,000, the Office of Public Finance expects to sell \$174,060,000 under conservative assumptions of market conditions prevailing at the expected time of sale. The additional authorized amount of \$1,940,000 above the expected issuance amount of \$174,060,000 allows for fluctuations in interest rate market conditions from the date of authorization by the Board of Supervisors to the time of the sale of the Bonds. Table 1 below outlines anticipated sources and uses for the bonds.

Table 1: Sources and Uses of \$176,000,000 in Bond Proceeds

Sources	
Par Amount	\$174,060,000
Reserve Proceeds for Interest Rate Fluctuations	1,940,000
Total Not-To-Exceed Amount	\$176,000,000
Uses	
<u>Project</u>	
Public Health and Safety Project Funds	\$171,251,296
Controller's Audit Fund	342,503
Projects Subtotal	171,593,799
Costs of Bond Issuance	551,541
Underwriter's Discount	1,740,600
Citizens' GO Bond Oversight Committee	174,060
Costs of Issuance Subtotal	2,466,201
Subtotal Uses	174,060,000
Reserve Pending Bond Sale for Interest Rate Fluctuations	1,940,000
Total Uses with Reserve	\$176,000,000

\$176,000,000 Appropriation (File 16-1194)

As shown in Table 2 below, the proposed ordinance would appropriate \$171,251,296 in Series 2017A GO bond proceeds for Public Health and Safety project funds to the Department of Public Works (DPW) specifically for buildings, structures and improvement projects.

Table 2: Public Health and Safety Project Funds Allocation for Series 2017A GO Bonds

	Bond Authorization	Bond Budget	Series 2017A Bond Sale (File 16-1193)	Future Bond Sale	Prior General Fund Appropriation
Public Health					
Zuckerberg San Francisco General Hospital	\$222,000,000	\$218,723,000	\$112,055,942	\$106,667,058	\$10,314,852
Southeast Health Center	30,000,000	29,700,000	18,239,644	11,460,356	2,728,524
Castro Mission, and Maxine Hall Health Clinics	20,000,000	19,800,000	16,185,710	3,614,290	3,575,000
Subtotal, Public Health	272,000,000	\$268,223,000	146,481,296	121,741,704	16,618,376
Fire					
Ambulance Facility	43,500,000	42,800,000	13,270,000	29,530,000	800,000
Neighborhood Fire Stations	14,500,000	14,290,000	6,650,000	7,640,000	
Subtotal, Fire	58,000,000	57,090,000	19,920,000	37,170,000	800,000
Homeless					
Homeless Service Sites	20,000,000	19,700,000	4,850,000	14,850,000	
Total	\$350,000,000	\$345,013,000^a	\$171,251,296	\$173,761,704	\$17,418,376^b

Source: Capital Planning Committee Presentation

^a The bond budget of \$345,013,000 and oversight and total issuance costs of \$4,987,000 equals \$350,000,000

^b The Board of Supervisors previously appropriated \$17,418,376 in General Fund monies to pay for initial project costs; this amount will be reimbursed by the Series 2017A bond proceeds.

Department of Public Health Projects: \$146,481,296 (see Table 2 above)

According to Mr. Chin, the appropriation of \$112,055,942 for San Francisco General Hospital will consist of eight projects:

1. Existing Main Hospital (Building 5) Project: Seismically upgrade existing hospital to enhance building strength
2. Urgent Care Relocation Project: Relocate urgent care services from Building 80 to Building 5, 1st floor
3. Seismic Enabling- 6H Surge Space Project: Build out Ward 6H for office and staff support surge space to enable seismic retrofit construction
4. Physical Therapy Relocation Project: Relocate physical therapy department from Building 5, ground floor to 3rd Floor to create space for the new Public Health Laboratory
5. Public Health Laboratory Project: Relocate public Health Laboratory from 101 Grove Street to Building 5, ground floor
6. Dialysis Project: Relocate Dialysis Clinic from Building 100 to Building 5, 3rd Floor

7. Tuberculosis Clinic Project: Relocate tuberculosis clinic from Building 90 to Building 5, 4th Floor
8. Other tenant and fire/life safety improvement projects

The earliest of these eight projects began in December 2015, and the last of the projects is expected to finish by July 2019.

The \$18,239,644 for the Southeast Health Center will be allocated in two phases. Phase One, which began in August 2015 and extends to August 2018, will consist of renovating the health center by modernizing the existing space, expanding patient capacity and enhancing special services such as dental and optometry services. Phase Two, which began in June 2016 and extends to April 2020, will consist of constructing a new multi-story addition adjacent to the existing structure for family health services.

The \$16,185,710 for the Castro Mission Health Clinic and Maxine Hall Health Clinic will be used to renovate the existing health centers in order to improve and expand primary care services and meet current Americans with Disabilities (ADA) standards. Designs began in October 2016, and the construction is estimated to be finished by September 2019.

San Francisco Fire Department: \$19,920,000 (see Table 2 above)

The \$13,270,000 for the new ambulance facility will be used to construct a new ambulance deployment facility to increase efficiency, improve ambulance turnaround time and address seismic deficiency of the current building. The design process began in August 2016, and the project is scheduled to be completed by May 2020.

The \$6,650,000 for the Neighborhood Fire Stations is in order to rehabilitate or upgrade fire stations to provide improved safety and a healthy work environment for the fire fighters. The funds will be used to initiate studies in January 2017 to develop a better scope definition for capital improvements based on fire station priority locations. The selected fire station locations will be determined according to their importance of delivering fire suppression and emergency medical services to the city. Construction is estimated to be completed in May 2021.

Homeless Services: \$4,850,000 (see Table 2 above)

The \$4,850,000 for Homelessness Service Sites will repair and improve existing City-owned shelter facilities in order to allow the existing City's homeless shelter network to continue to function. The funds will also go towards creating a centralized deployment facility for the SF Homeless Outreach Team to improve the coordination and delivery of services to chronically homeless persons living on the streets. Designs will commence in January 2017, and bidding and construction is estimated for October 2017. The project is estimated to be completed in 2022.

As noted above, the Department of Public Works has already appropriated General Fund monies of \$17,418,376 to the projects in the form of pre-bond funding, which will be reimbursed from the Series 2017A bond proceeds.

FISCAL IMPACT

Annual Debt Service

As noted above, the Office of Public Finance expects to sell \$174,060,000 (see Table 1 above) in par value Series 2017A bonds. Based on a conservative estimate of 3.9 percent interest rate, the Office of Public Finance estimates that average annual debt service over 20 years on the GO Bonds is \$13,800,000. The anticipated total par value of \$174,060,000 is estimated to result in approximately \$93,210,000 in interest payments over the 20-year life of the GO Bonds. The estimated total principal and interest payment over the approximate 20-year life of the GO Bonds is \$267,270,000, of which \$93,210,000 is interest and \$174,060,000 is principal.

The Office of Public Finance intends to sell the GO Bonds through a competitive sale process, but in the case of significant change in market conditions, reserves the option to seek a negotiated sale with underwriter(s) selected competitively.

Debt Limit

Section 9.106 of the City Charter limits the amount of GO Bonds the City can have outstanding at any given time to three percent of the total assessed value of property in San Francisco. The City calculates its debt limit on the basis of total assessed valuation net of non-reimbursable and homeowner exemptions. On this basis, the City's Gross General obligation debt limit for FY 2016-17 is approximately \$6.35 billion, based on a net assessed valuation of approximately \$211.5 billion. This net assessed valuation is dated as of August 1, 2016, which is the date of the Controller's Certificate of Assessed Valuation for the fiscal year. As of November 1, 2016, the City had outstanding approximately \$2.09 billion in aggregate principal amount of General Obligation bonds,¹ which equals approximately 0.99 percent of the net assessed valuation for FY 2016-17. If the Board of Supervisors approves the issuance of the GO Bonds, the debt ratio would increase by 0.08 percent to 1.07 percent—within the 3.00 percent legal debt limit. If all of the City's authorized and unissued bonds were issued, the total debt would be 1.80 percent of the net assessed value of property in the City.

Property Tax Rates

For Series 2017A, repayment of the annual debt service will be recovered through increases in the annual Property Tax rate, which, according to the Controller's Office, would be \$0.00652 per \$100 or \$6.52 per \$100,000 of assessed valuation over the anticipated 20-year term of the bonds based on current valuations. The owner of a residence with an assessed value of \$600,000, assuming a homeowner's exemption of \$7,000, would pay average annual additional Property Taxes to the City of \$38.69 per year if the \$174,060,000 Series 2017A Bonds are sold. However, it is anticipated that as existing outstanding bond debt is retired, this would offset the increase in property taxes.

¹ This number reflects the sale of the Series 2016F Housing Bonds totaling \$75.13 million in October of this year.

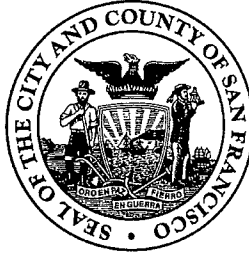
Capital Plan:

Under financial constraints adopted by the City's Capital Planning Committee, debt service on approved and issued GO bonds may not increase property owners' long-term property tax rates above FY 2005-06 levels. The FY 2005-06 property tax rate for the GO bond fund was \$0.1201 per \$100 of assessed value. If the Board of Supervisors approves the issuance of the GO Bonds, the property tax rate for GO bonds for FY 2016-17 would be maintained below the fiscal year 2006 rate and within the Capital Planning Committee's approved financial constraint.

RECOMMENDATION

Approve the proposed resolutions (Files 16-1192 and 16-1193) and the proposed ordinance (File 16-1194).

BOARD of SUPERVISORS



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

November 21, 2016

File No. 161192

Lisa Gibson
Environmental Review Officer
Planning Department
1650 Mission Street, 4th Floor
San Francisco, CA 94103

Dear Ms. Gibson:

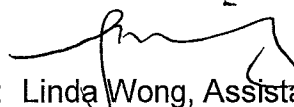
On November 1, 2016, Mayor Lee introduced the following legislation:

File No. 161192

Resolution providing for the issuance of not to exceed \$350,000,000 aggregate principal amount of City and County of San Francisco Taxable and Tax-Exempt General Obligation Bonds (Public Health and Safety, 2016); authorizing the issuance and sale of such bonds; providing for the levy of a tax to pay the principal and interest thereof; providing for the appointment of depositories and other agents for such bonds; providing for the establishment of accounts related thereto; declaring the City's reasonable official intent to reimburse prior expenditures; adopting findings under the California Environmental Quality Act, and Administrative Code, Chapter 31; finding that the proposed project is in conformity with the priority policies of Planning Code, Section 101.1(8), with the General Plan consistency requirement of Charter, Section 4.105, and Administrative Code, Section 2A.53; ratifying certain actions previously taken, as defined herein; and granting general authority to City officials to take necessary actions in connection with the issuance and sale of such bonds, as defined herein.

This legislation is being transmitted to you for environmental review.

Angela Calvillo, Clerk of the Board

By:  Linda Wong, Assistant Clerk

Attachment

c: Joy Navarrete, Environmental Planning
Jeanie Poling, Environmental Planning

OFFICE OF THE MAYOR
SAN FRANCISCO



EDWIN M. LEE

TO: Angela Calvillo, Clerk of the Board of Supervisors
FROM: *fw* Mayor Edwin M. Lee *NE*
RE: 2016 Public Health and Safety General Obligation Bonds
DATE: November 1, 2016

Attached for introduction to the Board of Supervisors are three pieces of legislation:

1. Issuance of Taxable and Tax-Exempt General Obligation Bonds (Public Health and Safety, 2016) - Not to Exceed \$350,000,000
2. Sale of Tax-Exempt General Obligation Bonds (Public Health and Safety, 2016), Series 2017A – Not to Exceed \$176,000,000
3. Appropriation - General Obligation Bond Proceeds of \$176,000,000 for Public Health and Safety Projects in FY 2016-17

Please note that this legislation is co-sponsored by Supervisors Breed, Farrell, Cohen and Peskin.

I respectfully request that this item be calendared in Budget & Finance Committee on November 16, 2016.

Should you have any questions, please contact Nicole Elliott at (415) 554-7940.

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