File No	171310	Committee Item No	5
		Board Item No.	

COMMITTEE/BOARD OF SUPERVISORS

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Completed by:Alisa S			January 19, 2018

[Charter Amendment - Budget Set-Asides and Baselines]

Describing and setting forth a proposal to the voters at an election to be held on June 5, 2018, to amend the Charter of the City and County of San Francisco to provide that whenever the City's projected budget deficit for the upcoming fiscal year exceeds \$200 million, the City is not required to increase funding for the Municipal Transportation Fund, the Park, Recreation and Open Space Fund, the Children and Youth Fund, the Library Preservation Fund, the Housing Trust Fund, the Public Education Enrichment Fund, the Dignity Fund, the Street Tree Maintenance Fund, the Controller's Audit Fund, or additional funds set aside for the Library, and the Recreation and Park Commission; to provide that money in these funds in future years that remain unspent or uncommitted at the end of the fiscal year will be returned to the City's General Fund; and to eliminate the requirement that the City provide funding to maintain a symphony orchestra.

Section 1. The Board of Supervisors hereby submits to the qualified voters of the City and County, at an election to be held on June 5, 2018, a proposal to amend the Charter of the City and County by revising Sections 8A.105, 16.106, 16.107, 16.108, 16.109, 16.110, 16.123-2, 16.128-3, 16.129, and F1.113, to read as follows:

NOTE:

Unchanged Charter text and uncodified text are in plain font.

Additions are <u>single-underline italics Times New Roman font</u>.

Deletions are <u>strike-through italics Times New Roman font</u>.

Asterisks (* * * *) indicate the omission of unchanged Charter subsections.

SEC. 8A.105. MUNICIPAL TRANSPORTATION FUND.

(a) There is hereby established a fund to provide a predictable, stable, and adequate level of funding for the Agency, which shall be called the Municipal Transportation Fund. The

fund shall be maintained separate and apart from all other City and County funds. Monies therein shall be appropriated, expended, or used by the Agency solely and exclusively for the operation including, without limitation, capital improvements, management, supervision, maintenance, extension, and day-to-day operation of the Agency, including any division subsequently created or incorporated into the Agency and performing transportation-related functions. Monies in the Fund may not be used for any other purposes than those identified in this Section.

- (b) Beginning with the fiscal year 2000-2001 and in each fiscal year thereafter, there is hereby set aside to the Municipal Transportation Fund the following:
- 1. An amount (the "Base Amount") which shall be no less than the amount of all appropriations from the General Fund, including all supplemental appropriations, for the fiscal year 1998-1999 or the fiscal year 1999-2000, whichever is higher (the "Base Year"), adjusted as provided in subsection (c), below, for (1) the Municipal Railway; and (2) all other City and County commissions, departments and agencies providing services to the Municipal Railway, including the Department of Human Resources and the Purchasing Department, for the provision of those services. The Base Amount for the Department of Parking and Traffic and the Parking Authority shall be established in the same fashion but using fiscal years 2000-2001 and 2001-2002 for the services being incorporated into the Agency.
- Subject to the limitations and exclusions in Sections 4.113, the revenues of the Municipal Railway, and, upon their incorporation into the Agency, the revenues of the Department of Parking and Traffic, and the Parking Authority; and
- 3. All other funds received by the City and County from any source, including state and federal sources, for the support of the Agency.
- (c) The Base Amount shall initially be determined by the Controller. Adjustments to the Base Amount shall be made as follows:

- 1. The Base Amount shall be adjusted for each year after fiscal year 2000-2001 by the Controller based on calculations consistent from year to year, by the percentage increase or decrease in aggregate City and County discretionary revenues, except as provided in subsection (g) of this Section 8A.105. In determining aggregate City and County discretionary revenues, the Controller shall only include revenues received by the City which are unrestricted and may be used at the option of the Mayor and the Board of Supervisors for any lawful City purpose. Errors in the Controller's estimate of discretionary revenues for a fiscal year shall be corrected by adjustment in the next year's estimate.
- 2. An adjustment shall also be made for any increases in General Fund appropriations to the Agency in subsequent years to provide continuing services not provided in the Base Year, but excluding additional appropriations for one-time expenditures such as capital expenditures or litigation judgments and settlements.
- 3. Commencing with the fiscal year beginning on July 1, 2015, except as provided in subsection (g) of this Section 8A.105, the Controller shall also adjust the Base Amount annually by the percentage increase in the San Francisco population based on data from the source(s) the Controller, in his or her sole discretion, finds most reliable for the most recent available calendar year. The Controller's population growth adjustment shall be based on the greater of the increase in daytime or night-time population. For any year in which the Controller determines that neither the daytime nor night-time population has increased, the Controller shall make no adjustment under this subparagraph 3 to the Base Amount. For purposes of the initial adjustment for the year commencing July 1, 2015, the Controller shall adjust the Base Amount based on the increase in City daytime or night-time population for the most recent ten-year period for which data are available instead of the most recent available calendar year. The Agency shall use the amount of any increase in the Base Amount resulting from the adjustment required by this subparagraph 3 exclusively as follows: 75 per cent shall be used to make transit

service, capacity, and state of good repair, and 25 per cent shall be used for transportation capital expenditures to improve street safety for all users.

(d) The Treasurer shall set aside and maintain the amounts required to be set aside by

system improvements to the Municipal Railway to improve the system's reliability, frequency of

(d) The Treasurer shall set aside and maintain the amounts required to be set aside by this Section, together with any interest earned thereon, in the Municipal Transportation Fund, and, except as provided in subsection (h) of this Section 8A.105, any amounts unspent or uncommitted at the end of any fiscal year shall be carried forward, together with interest thereon, to the next fiscal year for the purposes specified in this Article.

* * * *

- (f) In addition, there is hereby set aside from the general revenues of the City and County and deposited in the <u>Municipal</u> Transportation Fund to support the Agency's transit services an amount equivalent to 80 percent of the revenues received from the City's tax on occupation of parking spaces, <u>except as provided in subsection (g) of this Section 8A.105</u>. Additional amounts appropriated as a result of this subsection after July 1, 2008 which were not previously available to support transit service shall be used exclusively to:
- 1. support implementation of the transit service improvements recommended by the Transit Effectiveness Project or any subsequent system-wide route and service evaluation, with first priority given to the hiring of full time on-going staff and expansion of training for Agency employees, supervisors and managers; and
- 2. support the creation of a Labor-Management Implementation and Service Improvement Committee consisting of the Director of Transportation and a designated representative of each union representing Agency employees. This committee shall meet quarterly to discuss implementation of this Section and ongoing system challenges.
- (g) Notwithstanding any other provision in this Section 8A.105, the City may freeze the City's annual contribution to the Municipal Transportation Fund for any fiscal year after fiscal

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year 2017-2018 at the then-current amount when the City's projected budget deficit for the
upcoming fiscal year at the time of the Joint Report or Update to the Five Year Financial Plan as
prepared jointly by the Controller, the Mayor's Budget Director, and the Board of Supervisors'
Budget Analyst exceeds \$200 million, adjusted annually beginning with fiscal year 2017-2018 by
the percentage increase or decrease in aggregate City discretionary revenues, as determined by
the Controller, based on calculations consistent from year to year. In determining aggregate
City discretionary revenues, the Controller shall include only revenues received by the City that
are unrestricted and may be used at the option of the Mayor and the Board of Supervisors for
any lawful City purpose.

In calculating adjustments to the Base Amount in subsection (c) for any fiscal year following such a freeze, the City shall base the adjustments on increases or decreases to discretionary revenue or population in that fiscal year only and shall disregard any increases or decreases in the previous fiscal year in which the City froze contributions under this subsection (g).

(h) Beginning in fiscal year 2018-2019, for any fiscal year, any monies that the City is required under this Section 8A.105 to deposit in the Municipal Transportation Fund during that fiscal year, and that are not expended or encumbered by the end of the fiscal year, shall revert to the City's General Fund or to any other fund to which reversion is legally required. In calculating the amount of funds that revert, the Controller shall exclude continuing appropriations for active capital and other one-time projects. The Controller shall calculate the reversion based on the proportion of total revenues in the Municipal Transportation Fund that has been allocated to the Fund under this Section.

SEC. 16.106. CULTURAL, EDUCATIONAL AND RECREATIONAL APPROPRIATIONS.

The Board of Supervisors shall annually appropriate:

- 1.—To the Arts Commission, the revenue from a tax of one-eighth of one cent (\$0.00125) per one hundred dollars (\$100) of taxable assessed valuation in the City and County for maintaining a symphony orchestra;
- <u>12</u>. To the Asian Art Commission, an amount sufficient for the purpose of maintaining, displaying, and providing for the security of the City and County's collection of Asian art;
- <u>2</u>3. To the California Academy of Sciences, funds necessary for the maintenance, operation and continuance of the Steinhart Aquarium; the Board of Supervisors shall have the power to furnish to the California Academy of Sciences such funds as the Board shall deem proper for the maintenance, operation and continuance of any or all other of the buildings and improvements placed under the control of the California Academy of Sciences;
- <u>34</u>. To the Fine Arts Museums Board of Trustees, an amount sufficient for the purpose of maintaining, operating, providing for the security of, expanding and superintending the fine arts museums and for the purchase of objects of art, literary productions and other personal property;
- <u>45</u>. To the War Memorial and Performing Arts Center Board of Trustees, an amount sufficient to defray the cost of maintaining, operating and caring for the War Memorial and Performing Arts Center;
- <u>56</u>. To the Library Commission, the revenue from a minimum tax of one cent (\$0.01) per hundred dollars (\$100) of taxable assessed valuation for constructing, maintaining and improving the library system of the City and County;
- <u>6</u>7. To the Recreation and Park Commission, the revenue from a minimum tax of two and one-half cents (\$0.025) per one hundred dollars (\$100) of taxable assessed valuation for constructing, maintaining and improving parks and squares, and the revenue from a minimum

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tax of one and three quarter cents (\$0.0175) per one hundred dollars (\$100) of taxable assessed valuation for constructing, maintaining and improving playgrounds; and

78. To the Arts Commission, for the City and County-owned Community Cultural Centers, an amount sufficient for the purpose of maintaining, operating, providing for the security and superintending of their facilities and grounds, and for the purchase of objects of art, literary productions, and other property, and for their expansion and continuance in the City and County of San Francisco.

Notwithstanding any other provision in this Section 16.106, the City may freeze the City's contribution to the funds listed in subsections (5) and (6) of this Section for any fiscal year after fiscal year 2017-2018 at the then-current amount when the City's projected budget deficit for the upcoming fiscal year at the time of the Joint Report or Update to the Five Year Financial Plan as prepared jointly by the Controller, the Mayor's Budget Director, and the Board of Supervisors' Budget Analyst exceeds \$200 million, adjusted annually beginning with fiscal year 2017-2018 by the percentage increase or decrease in aggregate City discretionary revenues, as determined by the Controller, based on calculations consistent from year to year. In determining aggregate City discretionary revenues, the Controller shall include only revenues received by the City that are unrestricted and may be used at the option of the Mayor and the Board of Supervisors for any lawful City purpose.

Beginning in fiscal year 2018-2019, for any fiscal year, any monies that the City is required to contribute during that fiscal year under subsections (5) and (6) of this Section 16.106, and that are not expended or encumbered by the end of the fiscal year, shall revert to the City's General Fund or to any other fund to which reversion is legally required. In calculating the amount of funds that revert, the Controller shall exclude continuing appropriations for active capital and other one-time projects. The Controller shall calculate the reversion based on the

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proportion of total revenues in each department's funds that has been allocated under this Section.

SEC. 16.107. PARK, RECREATION AND OPEN SPACE FUND.

- (a) Establishment of Fund. There is hereby established the Park, Recreation and Open Space Fund ("Fund") to be administered by the Recreation and Park Department ("Department") as directed by the Recreation and Park Commission ("Commission"). Monies in the Fund shall be expended or used solely by the Department, subject to the budgetary and fiscal provisions of the Charter, to provide park and recreational services and facilities. The Department embraces socio-economic and geographic equity as a guiding principle and commits to expending the funds across its open space and recreational programs to provide park and recreational access to all of San Francisco's diverse neighborhoods and communities.
- (b) Annual Set-aside. The City will continue to set aside from the annual tax levy, for a period of forty-five years starting with the fiscal year 2000-2001 and through and including fiscal year 2045-2046, an amount equivalent to an annual tax of two and one-half cents (\$0.025) for each \$100 assessed valuation. Beginning in fiscal year 2016-2017, revenues from the set-aside, together with interest, shall be deposited into the Park, Recreation and Open Space Fund. Revenues from the set-aside shall be in addition to the baseline appropriation required by subsection (c).

The Controller shall set aside and maintain such an amount, together with any interest earned thereon, in the Fund, and except as provided in this paragraph, any amount unspent or uncommitted at the end of the fiscal year shall be carried forward to the next fiscal year and, subject to the budgetary and fiscal limitations of this Charter, shall be appropriated then or thereafter for the purposes specified in this Section 16.107. <u>Beginning in fiscal year 2018-2019</u>, for any fiscal year, any monies that the City is required to deposit in the Fund during that fiscal

year under this subsection (b) of Section 16.107, and that are not expended or encumbered by the end of the fiscal year, shall revert to the City's General Fund or to any other fund to which reversion is legally required. In calculating the amount of funds that revert, the Controller shall exclude continuing appropriations for active capital and other one-time projects. The Controller shall calculate the reversion based on the proportion of total revenues in the Fund that has been allocated to the Fund under subsection (b) of this Section.

Notwithstanding any other provision in this Section 16.107, the City may freeze the City's Annual Set-Aside for any fiscal year after fiscal year 2017-2018 at the then-current amount when the City's projected budget deficit for the upcoming fiscal year at the time of the Joint Report or Update to the Five Year Financial Plan as prepared jointly by the Controller, the Mayor's Budget Director, and the Board of Supervisors' Budget Analyst exceeds \$200 million, adjusted annually beginning with fiscal year 2017-2018 by the percentage increase or decrease in aggregate City discretionary revenues, as determined by the Controller, based on calculations consistent from year to year. In determining aggregate City discretionary revenues, the Controller shall include only revenues received by the City that are unrestricted and may be used at the option of the Mayor and the Board of Supervisors for any lawful City purpose.

(c) Baseline Maintenance of Effort. The annual set-aside shall be used exclusively to increase the aggregate City appropriations to and expenditures by the Recreation and Park Department for Department purposes. To this end, beginning in fiscal year 2016-2017 and thereafter through fiscal year 2045-2046, the City shall not reduce the baseline general fund support amount appropriated to the Department below the amount appropriated in fiscal year 2015-2016, as calculated by the Controller, except that the baseline amount shall be adjusted as follows:

- (1) Each year in fiscal years 2016-2017 through 2025-2026, the City shall increase the baseline appropriation by \$3 million over the prior year, except as provided in subsection (c)(3).
- (2) Each year in fiscal years 2026-2027 through 2045-2046, the City shall adjust the baseline by the percentage increase or decrease in aggregate City discretionary revenues, as determined by the Controller, based on calculations consistent from year to year. In determining aggregate City discretionary revenues, the Controller shall *only* include *only* revenues received by the City which are unrestricted and may be used at the option of the Mayor and the Board of Supervisors for any lawful City purpose. The Controller is authorized to increase or reduce budgetary appropriations as required by this subsection (c) to align the baseline amount to the amount required by formula based on actual revenues received during the fiscal year.
- (a) The City may suspend growth in the baseline funding pursuant to subsection (c)(1) in fiscal year 2016-2017 if the City's projected budget deficit for that year at the time of the Joint Report or Update to the Five Year Financial Plan as prepared jointly by the Controller, the Mayor's Budget Director, and the Board of Supervisors' Budget Analyst exceeds 200 million. For fiscal year 2017-2018 through fiscal year 2045-2046, the City may suspend growth in baseline funding pursuant to subsections (c)(1) and (c)(2) when the projected budget deficit for the upcoming fiscal year at the time of the Joint Report or Update to the Five Year Financial Plan as prepared jointly by the Controller, the Mayor's Budget Director, and the Board of Supervisors' Budget Analyst exceeds \$200 million adjusted annually by changes in aggregate City discretionary revenues. Notwithstanding any other provision in this Section 16.107, the City may freeze the City's baseline funding under subsection (c) for any fiscal year after fiscal year 2017-2018 at the then-current amount when the City's projected budget deficit for the upcoming fiscal year at the time of the Joint Report or Update to the Five Year Financial Plan as prepared jointly by the Controller, the Mayor's Budget Director, and the Board of Supervisors' Budget

Analyst exceeds \$200 million, adjusted annually beginning with fiscal year 2017-2018 by the percentage increase or decrease in aggregate City discretionary revenues, as determined by the Controller, based on calculations consistent from year to year. In determining aggregate City discretionary revenues, the Controller shall include only revenues received by the City that are unrestricted and may be used at the option of the Mayor and the Board of Supervisors for any lawful City purpose.

In calculating adjustments to the baseline amount in this subsection (c) for any fiscal year following such a freeze, the City shall base the adjustments on increases or decreases required under subsections (c)(1) and (c)(2) for that fiscal year only and shall disregard any increases or decreases in the previous fiscal year in which the City froze contributions under this subsection (c)(3).

- (4) Monies from the baseline appropriation required by this subsection (c) shall not be appropriated or expended for services provided to the Recreation and Park Department by other City departments and agencies unless: (A) the City department or agency charged the Recreation and Park Department for that service in fiscal year 2015-2016 and the amount the Recreation and Park Department paid the City department or agency for that service was included in the baseline amount for fiscal year 2015-2016, although increases in the cost of such services may be paid out of the baseline appropriation, or (B) the Recreation and Park Department requests or agrees to a new service from a City department or agency.
- (5) At the end of the fiscal year 2015-2016 and every year thereafter, any excess general fund Departmental revenue, including any Department expenditure savings or revenue surpluses deposited prior to fiscal year 2015-2016, shall be reserved to be used for one-time Departmental expenditures. "General fund Departmental revenue" is defined as all revenues credited to the Department's general fund budget other than the baseline contribution defined in subsection (c).

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SEC. 16.108. CHILDREN AND YOUTH FUND.

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(b) **Fund for Children and Youth Services.** Operative July 1, 2001, there is hereby established a fund to expand children's services, which shall be called the Children and Youth Fund ("Fund"). Monies in the Fund shall be expended or used only to provide services for children and youth as provided in this <u>s</u>Section <u>16.108</u>.

* * * *

(d) **Amount.** There is hereby set aside for the Fund, from the revenues of the property tax levy, revenues in an amount equivalent to an annual tax of three cents (\$.03) per one hundred dollars (\$100) of assessed valuation for each fiscal year beginning with July 1, 2001–June 30, 2002, and ending with July 1, 2014–June 30, 2015.

For Fiscal Year 2015-2016, there is hereby set aside for the Fund, from the revenues of the property tax levy, revenues in an amount equivalent to an annual tax of three and one-quarter cents (\$.0325) per one hundred dollars (\$100) of assessed valuation for each fiscal year.

For Fiscal Year 2016-2017, there is hereby set aside for the Fund, from the revenues of the property tax levy, revenues in an amount equivalent to an annual tax of three and one half cents (\$.0350) per one hundred dollars (\$100) of assessed valuation for each fiscal year.

For Fiscal Year 2017-2018, there is hereby set aside for the Fund, from the revenues of the property tax levy, revenues in an amount equivalent to an annual tax of three and three quarters cents (\$.0375) per one hundred dollars (\$100) of assessed valuation for each fiscal vear.

For Fiscal Year 2018-2019, and every fiscal year thereafter through Fiscal Year 2040-2041, there is hereby set aside for the Fund, from the revenues of the property tax levy, revenues

in an amount equivalent to an annual tax of four cents (\$.04) per one hundred dollars (\$100) of assessed valuation for each fiscal year.

Notwithstanding any other provision in this Section 16.108, the City may freeze the City's annual contribution to the Fund for any fiscal year after fiscal year 2017-2018 at the then-current amount when the City's projected budget deficit for the upcoming fiscal year at the time of the Joint Report or Update to the Five Year Financial Plan as prepared jointly by the Controller, the Mayor's Budget Director, and the Board of Supervisors' Budget Analyst exceeds \$200 million, adjusted annually beginning with fiscal year 2017-2018 by the percentage increase or decrease in aggregate City discretionary revenues, as determined by the Controller, based on calculations consistent from year to year. In determining aggregate City discretionary revenues, the Controller shall include only revenues received by the City that are unrestricted and may be used at the option of the Mayor and the Board of Supervisors for any lawful City purpose.

Beginning in fiscal year 2018-2019, for any fiscal year, any monies that the City is required to deposit in the Fund during that fiscal year under this subsection (d) of Section 16.108, and that are not expended or encumbered by the end of the fiscal year, shall revert to the City's General Fund or to any other fund to which reversion is legally required. In calculating the amount of funds that revert, the Controller shall exclude continuing appropriations for active capital and other one-time projects. The Controller shall calculate the reversion based on the proportion of total revenues in the Fund that has been allocated to the Fund under this subsection (d).

The Fund shall be maintained separate and apart from all other City and County funds and appropriated by annual or supplemental appropriation.

* * * *

(h) **Baseline.** The Fund shall be used exclusively to increase the aggregate City appropriations and expenditures for those services for children and Disconnected Transitional-

Aged Youth that are eligible to be paid from the Fund (exclusive of expenditures mandated by state or federal law). To this end, the City shall not reduce the amount of such City appropriations for eligible services (not including appropriations from the Fund and exclusive of expenditures mandated by state or federal law) under this section below the amount so appropriated for the fiscal year 2000-2001 ("the base year") as set forth in the Controller's baseline budget, as adjusted ("the base amount").

The Controller shall calculate City appropriations made in fiscal year 2013-2014 for services for Disconnected Transitional-Aged Youth aged 18 through 24 years. Beginning with fiscal year 2014-2015, that amount shall be added to the base amount and adjusted as provided below. The City shall not reduce the amount of such City appropriations for services for Disconnected Transitional-Aged Youth (not including appropriations from the Fund and exclusive of expenditures mandated by state or federal law) under this section below the amount so appropriated for fiscal year 2013-2014, as adjusted.

The base amount shall be adjusted for each year after the base year by the Controller based on calculations consistent from year to year by the percentage increase or decrease in aggregate City and County discretionary revenues. In determining aggregate City and County discretionary revenue, the Controller shall only include revenues received by the City and County that are unrestricted and may be used at the option of the Mayor and the Board of Supervisors for any lawful City purpose. The method used by the Controller to determine discretionary revenues shall be consistent with method used by the Controller to determine the Library and Children's Baseline Calculations dated June 20, 2000, which the Controller shall place on file with the Clerk of the Board in File No. 000952. Errors in the Controller's estimate of discretionary revenues for a fiscal year shall be corrected by an adjustment in the next year's estimate. Within 90 days following the end of each fiscal year through Fiscal Year 2040-2041, the Controller shall calculate and publish the actual amount of City appropriations for services

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for children and Disconnected Transitional-Aged Youth that would have been eligible to be paid from the Fund but are paid from other sources, separately identifying expenditures mandated by state or federal law.

Notwithstanding any other provision in this Section 16.108, the City may freeze the City's base amount required by this subsection (h) for any fiscal year after fiscal year 2017-2018 at the then-current amount when the City's projected budget deficit for the upcoming fiscal year at the time of the Joint Report or Update to the Five Year Financial Plan as prepared jointly by the Controller, the Mayor's Budget Director, and the Board of Supervisors' Budget Analyst exceeds \$200 million, adjusted annually beginning with fiscal year 2017-2018 by the percentage increase or decrease in aggregate City discretionary revenues, as determined by the Controller, based on calculations consistent from year to year. In determining aggregate City discretionary revenues, the Controller shall include only revenues received by the City that are unrestricted and may be used at the option of the Mayor and the Board of Supervisors for any lawful City purpose.

In calculating adjustments to the base amount for any fiscal year following such a freeze, the City shall base the adjustments on increases or decreases to discretionary revenue in that fiscal year only and shall disregard any increases or decreases in the previous fiscal year in which the City froze contributions under this subsection (h).

SEC. 16.109. LIBRARY PRESERVATION FUND.

(a) Establishment of Fund. There is hereby established the Library Preservation Fund ("the Fund") to be administered by the Library Department as directed by the Library Commission. Monies therein shall be expended or used solely by the Library Department, subject to the budgetary and fiscal provisions of the Charter, to provide library services and to construct, maintain and operate library facilities.

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(b) **Annual Set-Aside.** The City will continue to set aside from the annual property tax levy, for a period of fifteen years starting with the fiscal year 2008-2009 an amount equivalent to an annual tax of two and one-half cents (\$0.025) for each one hundred dollars (\$100) assessed valuation ("Annual Set-Aside"), except as provided in subsection (h) of this Section 16.109.

The Controller shall set aside and maintain such an amount, together with any interest earned thereon, in the Fund, Revenues obtained from the Annual Set-Aside shall be in addition to, and not in place of, any General Fund monies appropriated to the Library pursuant to subsection (c).

Beginning in fiscal year 2018-2019, for any fiscal year, any monies that the City is required to deposit in the Fund during that fiscal year by this subsection (b) of Section 16.109, and that are not expended or encumbered by the end of the fiscal year, shall revert to the City's General Fund or to any other fund to which reversion is legally required. In calculating the amount of funds that revert, the Controller shall exclude continuing appropriations for active capital and other one-time projects. The Controller shall calculate the reversion based on the proportion of total revenues in the Fund that has been allocated to the Fund under this subsection (b).

(c) Baseline Maintenance of Effort. The Annual Set-Aside shall be used exclusively to increase the aggregate City appropriations and expenditures for services, materials, facilities and equipment that will be operated by the Library for Library purposes. To this end, in any of the fifteen years during which funds are required to be set aside under this Section, the City shall not reduce the Baseline for the Library Department below the fiscal year 2006-2007 Required Baseline Amount (as calculated by the Controller), except that the Baseline shall be adjusted as provided below.

The Baseline shall be adjusted for each year after fiscal year 2006-2007 by the Controller based on calculations consistent from year to year, by the percentage increase or decrease in

aggregate City and County discretionary revenues, except as provided in subsection (h) of this Section 16.109. In determining aggregate City and County discretionary revenues, the Controller shall only include revenues received by the City which are unrestricted and may be used at the option of the Mayor and the Board of Supervisors for any lawful City purpose. Errors in the Controller's estimate of discretionary revenues for a fiscal year shall be corrected by adjustment in the next year's estimate. For purposes of this subsection, (i) aggregate City appropriations shall not include funds granted to the City by private agencies or appropriated by other public agencies and received by the City, and (ii) Library Department appropriations shall not include funds appropriated to the Library Department to pay for services of other City departments or agencies, except for departments or agencies for whose specific services the Library Department was appropriated funds in fiscal year 2006-2007. Within 180 days following the end of each fiscal year through fiscal year 2023-2024, the Controller shall calculate and publish the actual amount of City appropriations for the Library Department.

The Controller shall set aside and maintain such baseline amounts, together with any interest earned thereon, in the Fund.

At the end of each fiscal year, the Controller shall pro-rate any monies from the annual Baseline and the Annual Set-Aside that remain uncommitted in the Fund, and the Baseline portion of such amount shall be returned to the General Fund. The Annual Set-Aside portion of such amount shall be carried forward to the next fiscal year and shall be appropriated then or thereafter for the purposes specified in this Section. Beginning in fiscal year 2018-2019, for any fiscal year, any monies that the City is required to deposit in the Fund during that fiscal year under this subsection (c) of Section 16.109, and that are not expended or encumbered by the end of the fiscal year, shall revert to the City's General Fund or to any other fund to which reversion is legally required. In calculating the amount of funds that revert, the Controller shall exclude continuing appropriations for active capital and other one-time projects. The Controller shall

calculate the reversion based on the proportion of total revenues in the Fund that has been allocated to the Fund under this subsection (c).

Adjustments in the Controller's estimate of the Baseline, including any baseline changes required from increases or decreases to City revenues after budget adoption, along with adjustments to the Annual Set-Aside for a fiscal year shall be corrected by credits or adjustment to be carried forward and added to the annual City appropriation for next fiscal year and, subject to the budgetary and fiscal limitations of this Charter, shall be appropriated then or thereafter for the purposes specified in this Section.

* * * *

(h) Notwithstanding any other provision in this Section 16.109, the City may freeze the Baseline and Annual Set-Aside for any fiscal year after fiscal year 2017-2018 at the then-current amounts when the City's projected budget deficit for the upcoming fiscal year at the time of the Joint Report or Update to the Five Year Financial Plan as prepared jointly by the Controller, the Mayor's Budget Director, and the Board of Supervisors' Budget Analyst exceeds \$200 million, adjusted annually beginning with fiscal year 2017-2018 by the percentage increase or decrease in aggregate City discretionary revenues, as determined by the Controller, based on calculations consistent from year to year. In determining aggregate City discretionary revenues, the Controller shall include only revenues received by the City that are unrestricted and may be used at the option of the Mayor and the Board of Supervisors for any lawful City purpose.

In calculating adjustments to the Baseline under subsection (c) for any fiscal year following such a freeze, the City shall base the adjustments on increases or decreases to discretionary revenue in that fiscal year only and shall disregard any increases or decreases in the previous fiscal year in which the City froze contributions under this subsection (h).

SEC. 16.110. HOUSING TRUST FUND.

(a) **Creation of Fund.** There is hereby established a Housing Trust Fund to support creating, acquiring and rehabilitating affordable housing and promoting affordable home ownership programs in the City, as provided in this Section 16.110.

* * * *

(c) Funding.

- (1) In the Fiscal Year 2013-2014 budget, the City shall appropriate to the Housing Trust Fund \$20 million.
- (2) Except as provided by subsection (c)(9) of this Section 16.110, Ff or the next 11 fiscal years, in each of the annual budgets for Fiscal Year 2014-2015 through Fiscal Year 2024-2025, the City shall appropriate to the Housing Trust Fund an amount increasing by \$2.8 million per year, until the annual appropriation required by this Section reaches \$50.8 million in the Fiscal Year 2024-2025 budget.
- (3) In the annual budgets for Fiscal Year 2025-2026 through Fiscal Year 2042-43, the City shall appropriate to the Housing Trust Fund an amount equal to the prior year's appropriation, adjusted by the percentage increase or decrease in General Fund Discretionary Revenues budgeted for the year compared to the prior year's original budgeted amount of General Fund Discretionary Revenues.
- (4) Should the City adopt a fixed two-year budget under Charter Section 9.101, the adjustment for the Housing Trust Fund appropriation for the two years of the two-year budget shall be based on the amount of General Fund Discretionary Revenues estimated for the two-year period included in the budget.
- (5) During Fiscal Years 2025-2026 through 2042-2043, if the Controller submits a revised estimate of General Fund Discretionary Revenues for a given Fiscal Year or two-year budget period that is lower than the amount originally budgeted for that period, then the Board may, by ordinance, reduce the appropriation to the Housing Trust Fund for that budget period in

an amount that does not exceed the amount proportionate to the percentage shortfall in the discretionary revenue projection.

- (6) The Controller's method of calculating the amount of and changes in General Fund Discretionary Revenues shall be consistent from fiscal year to fiscal year and with the Controller's method for calculating those figures under Charter Sections 8A.105, 16.108, and 16.109. The Controller shall treat General Fund appropriations to the Housing Trust Fund as reductions in General Fund Discretionary Revenues when calculating other funding allocations that are tied to General Fund Discretionary Revenues, including funding allocations under Charter Sections 8A.105, 16.108, and 16.109. The Controller shall correct errors in the estimate of discretionary revenues for a fiscal year through an adjustment to the next fiscal year's estimate.
- (7) In any year during the term of this Section, the City may, in its discretion, reduce its annual contribution to the Housing Trust Fund for that year by an amount equal to or less than 56.7% of the annual debt service required to service any SB2113 Affordable Housing Bonds issued after January 1, 2013. "SB2113 Affordable Housing Bonds" are bonds issued by the City to support the acquisition and creation of replacement affordable housing citywide using property tax increment from former Redevelopment project areas under California Health and Safety Code Section 33333.7
- (8) The Controller shall set aside and maintain the amounts appropriated to the Housing Trust Fund under this Section, together with any interest earned thereon, and, except as provided in this subsection (c)(8), any amount unexpended or uncommitted at the end of the fiscal year shall be carried forward to the next fiscal year and, subject to the budgetary and fiscal limitations of this Charter, shall be appropriated for the purposes specified in this Section.

 Beginning in fiscal year 2018-2019, for any fiscal year, any monies that the City is required by this Section 16.110 to deposit in the Housing Trust Fund during that fiscal year, and that are not

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expended or encumbered by the end of the fiscal year, shall revert to the City's General Fund or to any other fund to which reversion is legally required. In calculating the amount of funds that revert, the Controller shall exclude continuing appropriations for active capital and other one-time projects. The Controller shall calculate the reversion based on the proportion of total revenues in the Housing Trust Fund that has been allocated to the Fund under this Section 16.110.

(9) Notwithstanding any other provision in this Section 16.110, the City may freeze the City's annual contribution to the Housing Trust Fund for any fiscal year after fiscal year 2017-2018 at the then-current amount when the City's projected budget deficit for the upcoming fiscal year at the time of the Joint Report or Update to the Five Year Financial Plan as prepared jointly by the Controller, the Mayor's Budget Director, and the Board of Supervisors' Budget Analyst exceeds \$200 million, adjusted annually beginning with fiscal year 2017-2018 by the percentage increase or decrease in aggregate City discretionary revenues, as determined by the Controller, based on calculations consistent from year to year. In determining aggregate City discretionary revenues received by the City that are unrestricted and may be used at the option of the Mayor and the Board of Supervisors for any lawful City purpose.

In calculating adjustments required by this subsection (c) for any fiscal year following such a freeze, the City shall base the adjustments on increases or decreases required under subsection (c) for that fiscal year only and shall disregard any increases or decreases in the previous fiscal year in which the City froze contributions under this subsection (c)(9).

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24 SEC. 16.123-2. PUBLIC EDUCATION ENRICHMENT FUND.

- (a) Creating the Fund. There shall be a Public Education Enrichment Fund. The City shall each year appropriate monies to the Public Education Enrichment Fund according to subsections (b), (c), and (d), below.
- (b) Baseline Appropriations. The Fund shall be used exclusively to increase the aggregate City appropriations to and expenditures for the San Francisco Unified School District. To this end, the City shall not reduce the amount of such City appropriations (not including appropriations from the Fund and exclusive of expenditures mandated by state or federal law) in any year during which funds are required to be set aside under this Section below the amount so appropriated for Fiscal Year 2002-2003 ("the base year"). These baseline appropriations shall be separate from the City's annual contributions to the Public Education Enrichment Fund under subsection (c), and shall be appropriated by the City to the School District each year through and including Fiscal Year 2040-2041.

The amount of the City's baseline appropriations to the School District shall be adjusted for each year after the base year by the Controller based on calculations consistent from year to year by the percentage increase or decrease in City and County discretionary General Fund revenues, except as provided in subsection (d) of this Section 16.123-2. In determining City and County discretionary General Fund revenues, the Controller shall only include revenues received by the City and County that are unrestricted and may be used at the option of the Mayor and the Board of Supervisors for any lawful City purpose. Errors in the Controller's estimate of discretionary revenues for a fiscal year shall be corrected by an adjustment in the next year's estimate. Using audited financial results for the prior fiscal year, the Controller shall calculate and publish the actual amount of City appropriations that would have been required under this baseline for the School District.

(c) Annual Contributions to the Fund-FY 2005-2006 through FY 2009-2010. In addition to the annual baseline appropriation provided above, the City shall, for years two

through six of this measure <u>Fiscal Year 2009-2010</u>, contribute the following amounts \$60 million to the Public Education Enrichment Fund. ÷

Fiscal Year 2005-06 \$10 million

Fiscal Year 2006-07 \$20 million

Fiscal Year 2007-08 \$30 million

Fiscal Year 2008-09 \$45 million

Fiscal Year 2009-10 \$60 million

(d) Annual Contributions to the Fund—FY 2010-11 and Thereafter. For Fiscal Years 2010-11 and thereafter, the City's annual contribution to the Public Education Enrichment Fund shall equal its total contribution for the prior year, beginning with Fiscal Year 2009-2010, adjusted for the estimated increase or decrease in discretionary General Fund revenues for the year, except as provided in subsection (d) of this Section 16.123-2.

(d) Notwithstanding any other provision in this Section 16.123-2, the City may freeze the baseline appropriations and annual contributions to the Public Education Enrichment Fund for any fiscal year after fiscal year 2017-2018 at the then-current amounts when the City's projected budget deficit for the upcoming fiscal year at the time of the Joint Report or Update to the Five Year Financial Plan as prepared jointly by the Controller, the Mayor's Budget Director, and the Board of Supervisors' Budget Analyst exceeds \$200 million, adjusted annually beginning with fiscal year 2017-2018 by the percentage increase or decrease in aggregate City discretionary revenues, as determined by the Controller, based on calculations consistent from year to year. In determining aggregate City discretionary revenues, the Controller shall include only revenues received by the City that are unrestricted and may be used at the option of the Mayor and the Board of Supervisors for any lawful City purpose.

In calculating adjustments required by subsections (b) and (c) for any fiscal year following such a freeze, the City shall base the adjustments on increases or decreases required.

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under subsections (b) and (c) for that fiscal year only and shall disregard any increases or decreases in the previous fiscal year in which the City froze contributions under this subsection (d).

Beginning in fiscal year 2018-2019, for any fiscal year, any monies that the City is required by this Section 16.123-2 to deposit in the Public Education Enrichment Fund during that fiscal year, and that are not expended or encumbered by the end of the fiscal year, shall revert to the City's General Fund or to any other fund to which reversion is legally required. In calculating the amount of funds that revert, the Controller shall exclude continuing appropriations for active capital and other one-time projects. The Controller shall calculate the reversion based on the proportion of total revenues in the Fund that has been allocated to the Fund under this Section 16.123-2.

SEC. 16.128-3. ANNUAL CONTRIBUTIONS TO THE FUND.

- (a) Annual Baseline Contributions to the Fund. Each year during the term of Charter Sections 16.128-1et seq., the City shall make an annual baseline contribution to the Fund in the amount of \$38 million, representing the amount the City spent in fiscal year 2016-2017 to provide eligible services as identified in Section 16.128-4 to Seniors and Adults with Disabilities.
- (b) Additional Contributions for FY 2017-2018 through FY 2026-2027. For fiscal year 2017-2018, the City shall increase its contribution to the Fund over the baseline amount in subsection (a) by \$6 million. For each fiscal year from 2018-2019 through 2026-2027, the City shall increase its additional contribution to the Fund under this subsection (b) by \$3 million over the prior year.

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(c) Projected Budget Deficits. Notwithstanding the provisions of subsection (b), the City may freeze the City's annual contribution to the Fund for any fiscal year 2017-2018 through 2026-2027 at the then-current amount when the City's projected budget deficit for the upcoming fiscal year at the time of the Joint Report or Update to the Five Year Financial Plan as prepared jointly by the Controller, the Mayor's Budget Director, and the Board of Supervisors' Budget Analyst exceeds \$200 million, adjusted annually beginning with fiscal year 2017-2018 by the percentage increase or decrease in aggregate City discretionary revenues, as determined by the Controller, based on calculations consistent from year to year. In determining aggregate City discretionary revenues, the Controller shall only include revenues received by the City that are unrestricted and may be used at the option of the Mayor and the Board of Supervisors for any lawful City purpose.

In calculating adjustment required by subsection (b) for any fiscal year following such a freeze, the City shall base the adjustments on increases or decreases required under subsection (b) for that fiscal year only and shall disregard any increases that would have been required in the previous fiscal year in which the City froze contributions under this subsection (c).

(f) The Controller shall maintain the Fund separate and apart from all other City funds. Except as provided in this subsection (f), aAny amount in the Fund unspent or uncommitted at the end of the fiscal year shall be carried forward to the next fiscal year and, subject to the budgetary and fiscal limitations of this Charter, shall be appropriated then or thereafter for the services and purposes specified in Section 16.128-4. Beginning in fiscal year 2018-2019, for any fiscal year, any monies that the City is required by this Section 16.128-3 to deposit in the Fund during that fiscal year, and that are not expended or encumbered by the end of the fiscal year, shall revert to the City's General Fund or to any other fund to which such reversion is legally required. In calculating the amount of funds that revert, the Controller shall exclude continuing

appropriations for active capital and other one-time projects. The Controller shall calculate the reversion based on the proportion of total revenues in the Fund that has been allocated to the Fund under this Section 16.128-3.

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SEC. 16.129. STREET TREE MAINTENANCE.

* * *

Creating the Street Tree Maintenance Fund; Annual City Contributions. There shall be a Street Tree Maintenance Fund (the "Fund"). Each fiscal year, beginning in fiscal year 2017-2018, the City shall contribute \$19 million to the Fund. The Fund shall also include any other monies appropriated or allocated to the Fund. Beginning in fiscal year 2018-2019, the Controller shall adjust the amount of the City's annual \$19 million contribution to the Fund under this subsection (f) by the percentage increase or decrease in aggregate City discretionary revenues, as determined by the Controller, based on calculations consistent from year to year. In determining aggregate City discretionary revenues, the Controller shall only include revenues received by the City that are unrestricted and may be used at the option of the Mayor and the Board of Supervisors for any lawful City purpose. The method used by the Controller to determine discretionary revenues shall be the same as the method used by the Controller to determine the Library and Children's Fund Baseline calculations, as provided in Charter Section 16.108(h). The change in aggregate discretionary revenues will be adjusted following the end of the fiscal year when final revenues are known. The Controller is authorized to increase or reduce budgetary appropriations as required under this subsection (f) to reflect changes in aggregate discretionary revenues following the end of the fiscal year when final revenues are known. The Controller shall set aside and maintain the above amounts, together with any interest earned thereon, in the Fund, which shall be subject to appropriation. Except as provided in subsection (g) of this Section 16.129, aAny amount unspent or uncommitted at the end of the fiscal year

shall be deemed to have been devoted exclusively to a specified purpose within the meaning of Charter Section 9.113(a), shall be carried forward to the next fiscal year, and, subject to the budgetary and fiscal limitations of this Charter, shall be appropriated then or thereafter for the purposes set forth in this Section 16.129.

- (g) Beginning in fiscal year 2018-2019, the City may suspend growth in the City's \$19 million contribution to the Fund under subsection (f) of this Section 16.129 if the City's projected budget deficit for the upcoming fiscal year at the time of the Joint Report or Update to the five-year financial plan as prepared jointly by the Controller, the Mayor's Budget Director, and the Board of Supervisors' Budget Analyst exceeds \$200 million adjusted annually by changes in aggregate discretionary revenues as defined in subsection (f) of this Section 16.129.
- (1) Notwithstanding any other provisions in this Section 16.129, the City may freeze the City's annual contribution to the Fund under subsection (f) of this Section 16.129 for any fiscal year after fiscal year 2017-2018 at the then-current amount when the City's projected budget deficit for the upcoming fiscal year at the time of the Joint Report or Update to the Five Year Financial Plan as prepared jointly by the Controller, the Mayor's Budget Director, and the Board of Supervisors' Budget Analyst exceeds \$200 million, adjusted annually beginning with fiscal year 2017-2018 by the percentage increase or decrease in aggregate City discretionary revenues, as determined by the Controller, based on calculations consistent from year to year. In determining aggregate City discretionary revenues, the Controller shall include only revenues received by the City that are unrestricted and may be used at the option of the Mayor and the Board of Supervisors for any lawful City purpose.

In calculating adjustments required by subsection (f) for any fiscal year following such a freeze, the City shall base the adjustments on increases or decreases required under subsection (f) for that fiscal year only and shall disregard any increases or decreases in the previous fiscal year in which the City froze contributions under this subsection (g).

(2) In any fiscal year beginning in fiscal year 2018-2019, any monies that the City is required by this Section 16.129 to deposit in the Fund during that fiscal year, and that are not expended or encumbered by the end of the fiscal year, shall revert to the City's General Fund or to any other fund to which such reversion is legally required. In calculating the amount of funds that revert, the Controller shall exclude continuing appropriations for active capital and other one-time projects. The Controller shall calculate the reversion based on the proportion of total revenues in the Fund that has been allocated to the Fund under this Section 16.129.

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F1.113. CONTROLLER'S AUDIT FUND.

Notwithstanding any other provision of this Charter, the Mayor and Board of Supervisors shall be required to budget an amount equal to at least two-tenths of one percent (0.2%) of the City's overall budget, apportioned by fund and excluding bond related debt, to implement this provision. This amount shall be referred to as the Controller's Audit Fund, and shall be used exclusively to implement the duties and requirements of this Appendix, and shall not be used to displace funding for the non-audit related functions of the Controller's Office existing prior to the date this provision is enacted. If the funds are not expended or encumbered by the end of the fiscal year, the balance in the fund shall revert to the General Fund or the enterprise funds where it originated.

Notwithstanding any other provisions in this Section F1.113, the City may freeze the City's annual contribution to the Controller's Audit Fund for any fiscal year after fiscal year 2017-2018 at the then-current amount when the City's projected budget deficit for the upcoming fiscal year at the time of the Joint Report or Update to the Five Year Financial Plan as prepared jointly by the Controller, the Mayor's Budget Director, and the Board of Supervisors' Budget Analyst exceeds \$200 million, adjusted annually beginning with fiscal year 2017-2018 by the

percentage increase or decrease in aggregate City discretionary revenues, as determined by the Controller, based on calculations consistent from year to year. In determining aggregate City discretionary revenues, the Controller shall include only revenues received by the City that are unrestricted and may be used at the option of the Mayor and the Board of Supervisors for any lawful City purpose.

Section 2.

- (a) The voters find that it is critical for the City to address the challenges of mandatory dedicated City spending of existing revenues in a comprehensive manner.
- (b) This Proposition supplants in its entirety any other City proposition related to the allocation of existing City tax revenues, including allocation of previously authorized transient occupancy tax revenues, that the voters may approve at the June 5, 2018 election. If the voters adopt this Proposition and any other such proposition and this Proposition receives more votes, then the other proposition shall not become operative in any respect.
- (c) If another proposition related to allocation of existing City tax revenues receives more votes than this Proposition at the June 5, 2018 election, Section 1 of this Proposition shall nonetheless become operative in all respects.

APPROVED AS TO FORM:

DENNIS J. HERRERA, City Attorney

By:

JON GIVNER

Deputy City Attorney

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REVISED LEGISLATIVE DIGEST

(1/17/2018, Amended in Committee)

[Charter Amendment - Budget Set-Asides and Baselines]

Describing and setting forth a proposal to the voters at an election to be held on June 5, 2018, to amend the Charter of the City and County of San Francisco to provide that whenever the City's projected budget deficit for the upcoming fiscal year exceeds \$200 million, the City is not required to increase funding for the Municipal Transportation Fund, the Park, Recreation and Open Space Fund, the Children and Youth Fund, the Library Preservation Fund, the Housing Trust Fund, the Public Education Enrichment Fund, the Dignity Fund, the Street Tree Maintenance Fund, the Controller's Audit Fund, or additional funds set aside for the Library, and the Recreation and Park Commission; to provide that money in these funds in future years that remain unspent or uncommitted at the end of the fiscal year will be returned to the City's General Fund; and to eliminate the requirement that the City provide funding to maintain a symphony orchestra.

Existing Law

The Charter provides for guaranteed annual funding in a number of special funds, including: the Municipal Transportation Fund, the Park, Recreation and Open Space Fund, the Children and Youth Fund, the Library Preservation Fund, the Housing Trust Fund, the Public Education Enrichment Fund, the Dignity Fund, the Street Tree Maintenance Fund, and the Controller's Audit Fund. The Charter also requires funding to support the Library, the Recreation and Park Commission, and the symphony. These funding requirements are commonly known as "baselines" (where the Charter sets a base amount of funding for a particular purpose) and "set-asides" (where the Charter requires that a certain level of funding be set aside and appropriated each year). In adopting the annual budget, the Board of Supervisors and the Mayor have no discretion to provide lower amounts of funding than the Charter-mandated baselines and set-asides require.

These funding requirements in the Charter include different but often overlapping provisions. Some of these sections provide that money in a fund that remains unspent or uncommitted at the end of the fiscal year carries over in the fund for the next fiscal year; others require that the remaining funds revert back to the City's General Fund. Some of these sections allow the City to suspend mandatory funding increases in years during which there is a deficit of \$200 million or more; others do not include such a suspension trigger.

BOARD OF SUPERVISORS Page 1

Amendments to Current Law

The proposed Charter amendment would provide that mandatory increases to all existing setasides and baselines may be suspended in years during which there is a deficit of \$200 million or more, annually adjusted for inflation. For all set-asides and baselines other than set-asides calculated as a percentage of City revenues, such a suspension would result in a decrease in the City's contributions to the fund in future years.

The proposed measure would also provide that in future years, any funds appropriated under a Charter-mandated baseline or set-aside that are not spent or committed by the end of the fiscal year and that are not dedicated to active capital or other one-time projects will return the General Fund or to any other fund required by law.

The proposed measure would also eliminate the set-aside to support the symphony orchestra.

Finally, the proposed measure would provide that if the voters approve both this measure and a measure allocating previously authorized hotel tax revenues at the June 5, 2018 election, and this measure receives more votes, then the other measure will not become operative in any respect.

Background Information

This Legislative Digest reflects amendments adopted by the Rules Committee on January 17, 2018.

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CITY AND COUNTY OF SAN FRANCISCO

OFFICE OF THE CONTROLLER

Ben Rosenfield Controller Todd Rydstrom

Deputy Controller

January 16, 2018

Ms. Angela Calvillo, Clerk of the Board of Supervisors 1 Dr. Carlton B. Goodlett Place Room 244 San Francisco, CA 94102-4689

RE: File 171310 – Charter amendment to suspend general fund contributions to baseline funds when deficit projections exceed \$200M and return unspent amounts to the General Fund

Dear Ms. Calvillo,

Should the proposed charter amendment be approved by the voters, in my opinion, it would have a significant impact on the cost of government. The proposal would allow the City to suspend automatic increases to funds currently set by a baseline calculation, and use those funds instead for any public purpose. The aggregate amount of the City's revenue and budget authority would not change, but funds could be allocated more flexibly. The allocations made under this proposal would be subject to Mayor and Board of Supervisors approval under the standard budgetary and fiscal provisions of the Charter.

The amendment provides that in years in which a deficit of \$200M or greater is projected in the City budget, the City may suspend annual increases to the funds that are set through current baseline and set-aside requirements. The funds and departments that receive such funding are; the Municipal Transportation Fund, the Parks, Recreation and Open Space Fund, the Children and Youth Fund, the Library Preservation Fund, the Housing Trust Fund, the Public Education Enrichment Fund, the Dignity Fund, the Street Tree Maintenance Fund, the Controller's Audit Fund, the Asian Art Museum, the Academy of Sciences, the Fine Arts Museums, the War Memorial, and the Cultural Centers.

Taken together, the baseline and set-aside funding amounts in the City's FY17-18 budget total approximately \$1.4 billion, make up approximately 27% of General Fund revenues, and are projected to increase steadily in the next five years assuming aggregate discretionary revenue in the City grows as forecast. Were the city to experience a recession and suspend the increases under the proposed Charter amendment, over \$20 million annually would be affected based current budget forecasts. A separate provision that eliminates the City contribution to the Symphony would affect approximately \$3.0 million annually.

The proposed Charter Amendment also provides that unspent amounts in any of the baseline and set aside funds will be returned to the General Fund. We have not yet estimated the amounts that might be affected by this provision. We will revise our projections as the Board of Supervisors considers this legislation.

Sincerely,

Ben Rosenfield

Controller

Note: This analysis reflects our understanding of the proposal as of the date shown. At times further information is provided to us which may result in revisions being made to this analysis before the final Controller's statement appears in the Voter Information Pamphlet.



City Hall
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Tel. No. 554-5184
Fax No. 554-5163
TDD/TTY No. 554-5227

December 20, 2017

File No. 171310

Lisa Gibson Acting Environmental Review Officer Planning Department 1650 Mission Street, Suite 400 San Francisco, CA 94103

Dear Ms. Gibson:

On December 12, 2017, Supervisor Tang introduced legislation for the following proposed Charter Amendment for the June 5, 2018, Election:

File No. 171310 Charter Amendment - Budget Set-Asides and Baselines

Charter Amendment (First Draft) to amend the Charter of the City and County of San Francisco to provide that whenever the City's projected budget deficit for the upcoming fiscal year exceeds \$200 million, the City is not required to increase funding for the Municipal Transportation Fund; the Park, Recreation and Open Space Fund; the Children and Youth Fund; the Library Preservation Fund; the Housing Trust Fund; the Public Education Enrichment Fund; the Dignity Fund; the Street Tree Maintenance Fund; the Controller's Audit Fund; the Asian Art Museum; the California Academy of Sciences; the Fine Arts Museums; the War Memorial and Performing Arts Center; the Library; the Recreation and Park Commission; or community cultural centers; to provide that money in these funds in future years that remain unspent or uncommitted at the end of the fiscal year will be returned to the City's General Fund; and to eliminate the requirement that the City provide funding to maintain a symphony orchestra; at an election to be held on June 5, 2018.

This legislation is being transmitted to you for environmental review.

Angela Calvillo, Clerk of the Board

y: Alisa Somera, Legislative Deputy Director

Rules Committee

Attachment

c: Joy Navarrete, Environmental Planner Laura Lynch, Environmental Planner Not defined as a project under CEQA Guidelines Sections 15378 and 15060(c)(2) because it does not result in a physical change in the environment. Any proposed physical project will require environmental review.

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Youth Commission
City Hall ~ Room 345
1 Dr. Carlton B. Goodlett Place
San Francisco, CA 94102-4532



(415) 554-6446 (415) 554-6140 FAX www.sfgov.org/youth_commission

YOUTH COMMISSION MEMORANDUM

TO:

Alisa Somera, Legislative Deputy Director, Clerk of the Board of Supervisors

FROM:

Youth Commission

DATE:

Wednesday, January 3, 2018

RE:

Referral response to BOS File No. 171310 [Charter Amendment - Budget Set-

Asides and Baselines]

At our **Tuesday, January 2, 2018, meeting**, the Youth Commission voted 10-2 in support of the following motion:

To oppose BOS File No. 171310 – Charter Amendment (First Draft) to amend the Charter of the City and County of San Francisco to provide that whenever the City's projected budget deficit for the upcoming fiscal year exceeds \$200 million, the City is not required to increase funding for the Municipal Transportation Fund; the Park, Recreation and Open Space Fund; the Children and Youth Fund; the Library Preservation Fund; the Housing Trust Fund; the Public Education Enrichment Fund; the Dignity Fund; the Street Tree Maintenance Fund; the Controller's Audit Fund; the Asian Art Museum; the California Academy of Sciences; the Fine Arts Museums; the War Memorial and Performing Arts Center; the Library; the Recreation and Park Commission; or community cultural centers; to provide that money in these funds in future years that remain unspent or uncommitted at the end of the fiscal year will be returned to the City's General Fund; and to eliminate the requirement that the City provide funding to maintain a symphony orchestra; at an election to be held on June 5, 2018.

Commissioners also approved the following comments and recommendations regarding this legislation:

Youth commissioners recommend that the Board of Supervisors remove the Children and Youth Fund, the Children's and TAY Baseline, the Public Education Enrichment Fund, as well as the Housing Trust Fund from consideration for the proposed charter amendment. Commissioners believe funds with more critical impacts residents, especially our young people, must continue to be protected.

Youth Commissioners thank the Board of Supervisors for their attention to this issue. If you have any questions, please contact our office at (415) 554-6446, or your Youth Commissioner.

Chiara Lind, Chair

Adopted on January 2, 2018

2017-2018 San Francisco Youth Commission

Somera, Alisa (BOS)

From:

Duong, Noelle (BOS)

Sent:

Thursday, December 21, 2017 10:58 AM

Subject:

Re: Concern over charter amendment: set-asides and baselines

From: Matthew Shilvock <mshilvock@SFOpera.com> Sent: Wednesday, December 20, 2017 10:21:44 PM

To: Kim, Jane (BOS)

Cc: Lee, Ivy (BOS); Duong, Noelle (BOS); Lopez, Barbara (BOS); KimStaff, (BOS)

Subject: Concern over charter amendment: set-asides and baselines

Dear Supervisor Kim,

Firstly, please accept my condolences on the passing of Mayor Lee. He was a very good man who believed passionately in the betterment of this City, and all of us at the Opera join you in mourning his passing at far too young an age. I appreciated that so many of the speakers at Sunday's memorial praised his goodness and decency in politics. Those were qualities that meant so much to his engagement with the City.

I write to express deep concern over the set-aside measure as recently introduced by Supervisors Tang and Peskin. While I appreciate the concern to find a workable balance between the important commitments of set-aside budget priorities and the ability of the City to manage its budget, the measure as introduced will have disastrous implications for art and culture in this great City.

As you may be aware, a very strong and unified coalition of arts and family homeless leaders are working together to try and find sustainable and lasting ways to build capacity in these two important areas of civic life. Support for the coalition remains strong, with the 64% approval we saw at the ballot last year remaining constant in recent polling. We have refiled a similar measure to secure arts funding for the broad ecosystem of SF arts, including transformative funding for cultural equity and cultural districts. We are also working with the City to explore alternate means to these ends and hope that such conversations will prove fruitful. But, in any event, this new set-aside measure is felt as a direct attack on the arts community – a community looking to strengthen the iconic cultural fabric of San Francisco.

The new measure completely eliminates the San Francisco Symphony's charter funding. This is historic funding that has, for some 80 years, ensured free access to world-class music in our City. Elimination of this funding would also result in a loss of \$800,000 of cultural equity grants, stemming from the Symphony's transfer of that amount back to the Arts Commission. There has been no discussion or communication about the purpose or intent of this complete elimination of funding. The loss of this funding would be painfully felt not only by the Symphony and the cultural equity organizations who receive this money, but also the public of San Francisco whose lives and sense of place are enriched by the connection to the arts this money makes possible.

On behalf of the arts consortium, we would ask that you consider voting no on the set-aside measure, thus preserving historic and impactful funding that uplifts culture and the arts for the citizenry of San Francisco.

With deepest gratitude for your kind consideration, Matthew

Matthew Shilvock General Director San Francisco Opera 415.551.6389



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:

Adele Carpenter, Director

Youth Commission

FROM:

Angela Calvillo, Clerk of the Board

DATE:

December 29, 2017

SUBJECT: RI

REFERRAL FROM BOARD OF SUPERVISORS

The Board of Supervisors has received the following Charter Amendment which is being referred to the Youth Commission as per Charter, Section 4.124 for comment and recommendation. The Commission may provide any response it deems appropriate within 12 days from the date of this referral.

File No. 171310

Charter Amendment (First Draft) to amend the Charter of the City and County of San Francisco to provide that whenever the City's projected budget deficit for the upcoming fiscal year exceeds \$200 million, the City is not required to increase funding for the Municipal Transportation Fund; the Park, Recreation and Open Space Fund; the Children and Youth Fund; the Library Preservation Fund; the Housing Trust Fund; the Public Education Enrichment Fund; the Dignity Fund; the Street Tree Maintenance Fund; the Controller's Audit Fund; the Asian Art Museum; the California Academy of Sciences; the Fine Arts Museums; the War Memorial and Performing Arts Center; the Library; the Recreation and Park Commission; or community cultural centers; to provide that money in these funds in future years that remain unspent or uncommitted at the end of the fiscal year will be returned to the City's General Fund; and to eliminate the requirement that the City provide funding to maintain a symphony orchestra; at an election to be held on June 5, 2018.

Please return this cover sheet with the Commission's response to Alisa Somera, Legislative Deputy Director, Rules Committee.

DESPONSE FROM VOLUTIL SOMMISSION	Defe	
RESPONSE FROM YOUTH COMMISSION	Date:	
No Comment		
Recommendation Attached		
	Chairperson, Youth Commission	



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

December 20, 2017

File No. 171310

Lisa Gibson Acting Environmental Review Officer Planning Department 1650 Mission Street, Suite 400 San Francisco, CA 94103

Dear Ms. Gibson:

On December 12, 2017, Supervisor Tang introduced legislation for the following proposed Charter Amendment for the June 5, 2018, Election:

File No. 171310 Charter Amendment - Budget Set-Asides and Baselines

Charter Amendment (First Draft) to amend the Charter of the City and County of San Francisco to provide that whenever the City's projected budget deficit for the upcoming fiscal year exceeds \$200 million, the City is not required to increase funding for the Municipal Transportation Fund; the Park, Recreation and Open Space Fund; the Children and Youth Fund; the Library Preservation Fund; the Housing Trust Fund; the Public Education Enrichment Fund; the Dignity Fund; the Street Tree Maintenance Fund; the Controller's Audit Fund; the Asian Art Museum; the California Academy of Sciences; the Fine Arts Museums; the War Memorial and Performing Arts Center; the Library; the Recreation and Park Commission; or community cultural centers; to provide that money in these funds in future years that remain unspent or uncommitted at the end of the fiscal year will be returned to the City's General Fund; and to eliminate the requirement that the City provide funding to maintain a symphony orchestra; at an election to be held on June 5, 2018.

This legislation is being transmitted to you for environmental review.

Angela Calvillo, Clerk of the Board

Alisa Somera, Legislative Deputy Director

Rules Committee

Attachment

c: Joy Navarrete, Environmental Planner Laura Lynch, Environmental Planner



City Hall
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:

Ben Rosenfield, City Controller, Office of the Controller

FROM:

Alisa Somera, Legislative Deputy Directory, Rules Committee

Board of Supervisors

DATE:

December 20, 2017

SUBJECT:

CHARTER AMENDMENT INTRODUCED

June 5, 2018 Election

The Board of Supervisors' Rules Committee has received the following Charter Amendment for the June 5, 2018, Election, introduced by Supervisor Tang on December 12, 2017. This matter is being referred to you in accordance with Rules of Order 2.22.4.

File No. 171310 Charter Amendment - Budget Set-Asides and Baselines

Charter Amendment (First Draft) to amend the Charter of the City and County of San Francisco to provide that whenever the City's projected budget deficit for the upcoming fiscal year exceeds \$200 million, the City is not required to increase funding for the Municipal Transportation Fund; the Park, Recreation and Open Space Fund; the Children and Youth Fund; the Library Preservation Fund; the Housing Trust Fund; the Public Education Enrichment Fund; the Dignity Fund; the Street Tree Maintenance Fund; the Controller's Audit Fund; the Asian Art Museum; the California Academy of Sciences; the Fine Arts Museums; the War Memorial and Performing Arts Center; the Library; the Recreation and Park Commission; or community cultural centers; to provide that money in these funds in future years that remain unspent or uncommitted at the end of the fiscal year will be returned to the City's General Fund; and to eliminate the requirement that the City provide funding to maintain a symphony orchestra; at an election to be held on June 5, 2018.

Please review and prepare a financial analysis of the proposed measure prior to the first Rules Committee hearing.

If you have any questions or concerns, please call me at (415) 554-7711 or email: alisa.somera@sfgov.org. To submit documentation, please forward to me at the Board of Supervisors, City Hall, Room 244, 1 Dr. Carlton B. Goodlett Place, San Francisco, CA 94102.

c: Todd Rydstrom, Deputy City Controller Peg Stevenson, City Performance Director



City Hall
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:

Mawuli Tugbenyoh, Liaison to the Board of Supervisors, Mayor's Office

Jon Givner, Deputy City Attorney, Office of the City Attorney

John Arntz, Director, Department of Elections

LeeAnn Pelham, Executive Director, Ethics Commission

Naomi Kelly, City Administrator, Office of the City Administrator Ed Reiskin, Executive Director, Municipal Transportation Agency

Phil Ginsburg, General Manager, Department of Recreation and Parks Maria Su, Director, Department of Children, Youth and Their Families

Luis Herrera, City Librarian, Public Library

Kate Hartley, Acting Director, Mayor's Office of Housing and Community

Development

Vincent C. Matthews, Ed.D., Superintendent, San Francisco Unified

School District

Shireen McSpadden, Executive Director, Department of Aging and Adult

Services

Mohammed Nuru, Director, Public Works

Tom DeCaigny, Director of Cultural Affairs, Arts Commission

Susan Pontious, Director of Public Art Program, Arts Commission

FROM:

16h

Alisa Somera, Legislative Deputy Director, Rules Committee

Board of Supervisors

DATE:

December 20, 2017

SUBJECT:

CHARTER AMENDMENT INTRODUCED

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Please review and submit any reports or comments you wish to be included with the legislative file.

If you have any questions or concerns, please call me at (415) 554-7711 or email: alisa.somera@sfgov.org. To submit documentation, please forward to me at the Board of Supervisors, City Hall, Room 244, 1 Dr. Carlton B. Goodlett Place, San Francisco, CA 94102.

Shahde Tavakoli. Mavor's Office C: Kyle Kundert, Ethics Commission Lynn Khaw. Office of the City Administrator Lihmeei Leu, Office of the City Administrator Janet Martinsen, Municipal Transportation Agency Kate Breen, Municipal Transportation Agency Dillon Auyoung, Municipal Transportation Agency Viktoriya Wise, Municipal Transportation Agency Sarah Madland, Department of Recreation and Parks Eugene Flannery, Mayor's Office of Housing and Community Development Amy Chan, Mayor's Office of Housing and Community Development Viva Mogi, San Francisco Unified School District Esther Casco, San Francisco Unified School District Bridget Badasow, Department of Aging and Adult Services David Steinberg, Public Works Jeremy Spitz, Public Works Jennifer Blot. Public Works John Thomas, Public Works Lena Liu. Public Works Rebekah Krell, Arts Commission

Sharon Page Ritchie, Arts Commission

Print Form

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 12/12/1705:35pm
4

Time stamp or meeting date

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).	
8. Substitute Legislation File No.	
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	
Please 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	
Sponsor(s):	
Tang, Peskin	
Subject:	
Charter Amendment-Budget Accountability and Reform	
The text is listed below or attached:	
	}
Signature of Sponsoring Supervisor:	
For Clerk's Use Only:	