File No.

190657

Committee Item No. ____7_ Board Item No. _____3_

COMMITTEE/BOARD OF SUPERVISORS

AGENDA PACKET CONTENTS LIST

Committee: Rules Committee

Date July 29, 2019 9 10 Date

Board of Supervisors Meeting

Cmte Board

| | | Motion |
|--------|-----|---|
| | | Resolution |
| X | No. | Ordinance |
| X | V | Legislative Digest |
| | | Budget and Legislative Analyst Report |
| | | Youth Commission Report |
| | | Introduction Form |
| \leq | X | Department/Agency Cover Letter and/or Repor |
| | | Memorandum of Understanding (MOU) |
| | | Grant Information Form |
| | | Grant Budget |
| | | Subcontract Budget |
| | | Contract/Agreement |
| | | Form 126 - Ethics Commission |
| | | Award Letter |
| | | Application |
| | | Form 700 |
| | | Vacancy Notice |
| | | Information Sheet |
| | | Public Correspondence |
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OTHER

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| Completed by: | Victor Young | ` . | Date | July 25, 2019 |
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| Completed by: | Victor Young | | Date | h~2>-2 |
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FILE NO. 190657

NOTE:

ORDINANCE NO.

[Administrative Code - San Francisco Special Tax Financing Law - Port of San Francisco]

Ordinance amending the Administrative Code Special Tax Financing Law, constituting Article 43.10, to authorize special tax financing of certain facilities and services related to property in the jurisdiction of the Port of San Francisco.

Unchanged Code text and uncodified text are in plain Arial font.
Additions to Codes are in <u>single-underline italics Times New Roman font</u>.
Deletions to Codes are in <u>strikethrough italics Times New Roman font</u>.
Board amendment additions are in <u>double-underlined Arial font</u>.
Board amendment deletions are in strikethrough Arial font.
Asterisks (* * * *) indicate the omission of unchanged Code subsections or parts of tables.

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

Section 1. FINDINGS. The Board of Supervisors of the City and County of San Francisco hereby finds, determines and declares:

(a) Article X of Chapter 43 of the Administrative Code ("Special Tax Financing Law") provides an alternative method of financing certain public and private capital facilities and services in the City and County of San Francisco ("City").

(b) California Statutes of 1968, Chapter 1333 ("Burton Act") and the San Francisco Charter Sections 4.114 and B3.581 empower the City, acting through the Port Commission, with the authority and duty to use, conduct, operate, maintain, manage, regulate and control the lands under the Port Commission jurisdiction.

(c) In 1990 the City's voters adopted Proposition H to require the City to prepare a comprehensive waterfront land use plan with maximum feasible public input. Following a 7-year public planning process, the Port Commission adopted in 1997 the Port of San Francisco

Waterfront Land Use Plan ("Waterfront Plan") and has periodically made minor amendments to address specific issues arising from capital development projects to existing Port resources.

(d) In 2015, Port staff presented a comprehensive review of land use changes and events that have occurred under the Waterfront Plan to the Port Commission.

(e) In furtherance of the Burton Act and the Waterfront Plan, and with Board of Supervisors approval, the Port has entered into long term leases and development and disposition agreements for the improvement and rehabilitation of Port land and assets, including (i) the 20th Street Historic Buildings with Historic Pier 70, LLC (Resolution No. 273-14, a copy of which is on file with the Clerk of the Board in File No. 140729), (ii) approximately 28 acres of real property located in the southeast portion of the larger area known as Seawall Lot 349 or Pier 70 with FC Pier 70, LLC (Resolution No. 401-17, a copy of which is on file with the Clerk of the Board in File No. 1377 Associates, LLC, for approximately 28 acres of real property that are proposed to be developed for a project known as the Mission Rock project (Resolution No. 42-18, a copy of which is on file with the Clerk of the Board in File No. 180092).

(f) The resolutions cited in the previous paragraph include the Board of Supervisors' findings pursuant to the California Environmental Quality Act (California Public Resources Code section 21000 et seq., "CEQA") and Administrative Code Chapter 31, which findings are incorporated herein by reference as though fully set forth, copies of which are on file with the Clerk of the Board in File Nos. 140729, 170986, and 180092.

(g) Approval of this Ordinance shall not be construed as approval of any capital development project to any existing Port resource prior to CEQA compliance. The City will conduct environmental review of any such future activities and retains its absolute discretion to (a) require modifications to such proposed projects to mitigate significant adverse

Page 2

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environmental impacts; (b) select feasible alternatives that avoid significant adverse impacts of proposed projects, including the "no project" alternative; (c) require the implementation of specific measures to mitigate the significant adverse environmental impacts of proposed projects, as identified through environmental review; (d) reject all or part of a proposed project if the economic and social benefits of the proposed project do not outweigh otherwise unavoidable significant adverse impacts of that project; and (e) approve proposed projects upon a finding that the economic and social benefits of the proposed project outweigh otherwise unavoidable significant adverse environmental impact of that project; and (f) deny proposed projects; and

(h) The Board of Supervisors wishes to make certain amendments to the Special Tax Financing Law in furtherance of the Waterfront Plan and the Burton Act.

Section 2. Article X of Chapter 43 of the San Francisco Administrative Code is hereby amended as follows:

A. Section 43.10.9 is hereby amended as follows: SEC. 43.10.9. INCORPORATION OF THE MELLO-ROOS COMMUNITY FACILITIES ACT OF 1982.

The Mello-Roos Community Facilities Act of 1982 (Chapter 2.5, commencing with Section 53311 of Part 1, Division 2, Title 5 of the California Government Code) (the "Act"), as amended from time to time, is incorporated in and made a part of this Article. Except as otherwise provided by this Article, the purposes, *proceedings to establish a special tax district, limitations on,* mode and manner of levying and collecting special taxes and the issuance of bonds secured by special taxes shall be as prescribed in the <u>Act or in the proceedings to form a district as set forth under this Article, or a combination thereof</u>.

B. Section 43.10.12 is hereby amended as follows:

SEC. 43.10.12. DEFINITIONS.

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Unless the context otherwise requires, the terms defined in this Article shall have the following meanings. Defined terms used in this Article but not defined in this Article have the meaning given them in the Act.

(a) "Act" means the Mello-Roos Community Facilities Act of 1982 (Chapter 2.5, commencing with Section 53311 of Part 1, Division 2, Title 5 of the California Government Code), as amended from time to time.

(b) "Board of Supervisors" means the Board of Supervisors of the City and County of San Francisco.

(c) "City" means the City and County of San Francisco.

(d) "Entitlement costs" means the costs to obtain approvals necessary to proceed with development, such as the cost to comply with the California Environmental Quality Act, negotiate transaction documents, conduct community outreach, and prepare development design and land use requirements, but not expenses related to any campaign or ballot measure or any other expenses prohibited by law. Entitlement costs may include interim costs as approved from time to time by the Board of Supervisors.

(e) "Incidental expense" includes all of the following:

(1) The cost of planning and designing facilities to be financed pursuant to this Article, including the cost of environmental evaluations of those facilities.

(2) The costs associated with the creation of the district, issuance of bonds, determination of the amount of taxes, collection of taxes, payment of taxes, or costs otherwise incurred in order to carry out the authorized purposes of the district.

(3) Any other expenses incidental to the construction, completion, and inspection of the authorized work, including costs for temporary facilities with a useful life of at least 3 years that are required to construct an authorized facility.

(4) Special taxes levied on a property in the district and paid by a developer on behalf of <u>a local agency or other landowner prior to the development of the property.</u>

(f) "Interim cost" means the market-based return on a developer's unreimbursed capital as agreed by the developer and the City in a written agreement.

(g) (d) "Services" means, in addition to the "Services" defined in Section 53317 of the Act <u>and 43.10.16 of this Article</u>, operation and maintenance of any improvements that may be financed under this Article or the Act, and any related studies, testing or monitoring.

C. Section 43.10.15 is hereby amended as follows:

SEC. 43.10.15. AUTHORIZED FACILITIES.

In addition to the facilities that may be financed under the Act, special taxes may be levied and bonds may be issued to finance or refinance <u>any of</u> the following on or related to any land in <u>San Francisco the City, and the related interim costs:</u>

(a) The acquisition, installation and improvement of energy efficiency, water conservation, water pollution control, and renewable equipment with an estimated useful life of five years or longer and/or energy efficiency, water conservation, water pollution control, and renewable energy improvements that are attached to or on real property and in buildings, whether such real property or buildings are privately or publicly owned. Energy efficiency, water conservation, water pollution control and renewable energy improvements may only be installed on a privately owned building and on privately owned real property with the prior written consent of the owner or owners of the building or real property.

(b) T<u>he</u> work deemed necessary to bring <u>new or existing</u> buildings or real property, including privately owned buildings or real property, into compliance with seismic safety standards or regulations. *Only work certified as necessary to comply with seismic safety standards or regulations by local building officials may be financed. No project involving the dismantling of an existing building and its replacement by a new building, nor the construction of a new or substantially* new building may be financed pursuant to this subparagraph. Work on privately owned property may only be financed with the prior written consent of the owner or owners of the privately owned property.

(c) Demolition or partial demolition of existing buildings and structures, but only to the extent that this work is required to prepare areas that will be (1) in a public right of way, (2) in a publicly owned park or open space, (3) developed with other public facilities or improvements, (4) in a privately owned, publicly accessible park or open space or (5) developed with facilities or improvements that are being financed pursuant to subsection (f) and are listed in the resolution of formation for the special tax district and the ordinance levying the special taxes in the special tax district.

(d) Work on qualified historical buildings or structures, *including deconstruction and* <u>reconstruction work, relocation and flood-proofing costs.</u> Such work shall be <u>done carried out</u> in accordance with <u>applicable historic rehabilitation standardsthe State Historical Building Code (Part</u> <u>2.7 (commencing with Section 18950) of Division 13 of the Health and Safety Code)</u>. <u>Such w</u>Work on privately owned property may only be financed with the prior written consent of the owner or owners of the privately owned property.

(e<u>e</u>) Sustainability studies and guideline documents related to development in the planning area governed by the Central SoMa Plan & Implementation Strategy any area plan document approved by the Board of Supervisors.

(*df*) The purchase, construction, <u>reconstruction</u>, expansion, improvement, or rehabilitation of real or other tangible property with an estimated useful life of three years or longer, whether such property is privately or publicly owned, if the Board of Supervisors has provided for the financing of such property in the resolution of formation for the special tax district and the ordinance levying the special taxes in the special tax district.

(g) For the development of (i) the 20th Street Historic Buildings (as described in Board of Supervisors Resolution No. 273-14), (ii) the area known as Seawall Lot 349 or Pier 70 (described in

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| Board of Supervisors Resolution No. 401-17), (iii) the project known as the Mission Rock project |
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| (described in Board of Supervisors Resolution No. 42-18), and (iv) any previously undeveloped or |
| underutilized area larger than 25 acres that the Board of Supervisors finds could not be developed |
| without private investment to fund initial construction of public utility infrastructure, public access and |
| open space areas, public right-of-ways, and other public amenities, the private developer's costs to |
| establish the regulatory framework governing development in the area and to support the feasibility of |
| special tax or other financing districts, including entitlement costs, if approved in the resolution of |
| formation for the special tax district and the ordinance levying the special taxes in the special tax |
| district. |
| D. Section 43.10.15.1 is hereby added as follows: |
| SEC. 43.10.15.1. DELINQUENT SPECIAL TAXES. |
| In proceedings under this Article to establish a district, and notwithstanding any provision of |
| the Act, the resolution of intention to establish the district may include the following in the case of any |
| special tax levied against any taxable parcel used for private residential purposes to pay for facilities, |
| (1) the maximum special tax that may be levied against such parcel, which shall be specified as a dollar |
| amount that shall be calculated and established not later than the date on which the applicable parcel |
| is first subject to the tax because of its use for private residential purposes, and which amount shall not |
| be increased over time except for increases not to exceed 2 percent per year, (2) a tax year after which |
| no further special tax subject to this sentence shall be levied against or collected from the applicable |
| taxable residential parcel, except that a special tax that was lawfully levied in or before the final tax |
| year and that remains delinquent may be collected in subsequent years, and (3) a statement that under |
| no circumstances will the special tax levied in any fiscal year against any taxable residential parcel |
| subject to this sentence be increased by more than 10 percent of the maximum special tax applicable to |
| the taxable residential parcel because of delinquency or default by the owner of any other parcel within |
| the district. For purposes of this Section, a parcel shall be considered "used for private residential |
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purposes" not later than the date on which an occupancy permit for private residential use is issued. <u>Notwithstanding the above, the district may establish limitations on the increase in the levy of</u> <u>special taxes on non-residential property because of a delinquency or default by the owner of any other</u> <u>parcel within the district provided such limitations are established in the resolution of intention and</u> <u>approved by the qualified electors of the district at the time of formation of the district.</u>

Nothing in this Section is intended to or shall prohibit the legislative body from (i) establishing different tax rates for different categories of residential property and non-residential property, (2) changing the dollar amount of the special tax for a taxable residential parcel or taxable non-residential parcel if the size of the residence is increased or if the size or use of the parcel is changed, or (3) using special tax revenues deposited into a reserve fund that is intended to pay for authorized facilities to pay debt service on bonds following delinquencies by property owners in the district.

E. Section 43.10.15.2 is hereby added as follows:

SEC. 43.10.15.2. PLEDGE AGREEMENTS.

A special tax district may enter into an agreement with any third party that pledges to the special tax district funds that will be used to pay for facilities or services that the special tax district is authorized to finance or to pay debt service on bonds or debt issued by or for the special tax district.

F. Section 43.10.16 is hereby amended as follows:

SEC. 43.10.16. AUTHORIZED SERVICES.

(a) In addition to the services that may be financed under the Act, special taxes may be levied to finance the following within *San Franciscothe City*:

(i) Recreation program services, library services, maintenance services for elementary and secondary schoolsites and structures, and the operation and maintenance of museums and cultural facilities if they have been approved by the qualified electors, regardless of whether the qualified electors are landowners or registered voters.

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(ii) Any other services that the Board of Supervisors has authorized in the resolution of formation for the special tax district and the ordinance levying the special taxes in the special tax district.

(b) It is hereby specifically provided that in proceedings under this Article to finance <u>s</u>Services, <u>(i) the services may replace or supplant those provided before the district was formed</u>, <u>despite the limitations in Section 53313</u>, and (ii) the services financed by the district may be provided <u>inside or outside the district the limitations set forth in the penultimate paragraph of Section 53313</u> shall not apply.

G. Section 43.10.28 is hereby added as follows:

<u>SEC. 43.10.28. ALTERNATE PROVISIONS RELATING TO SPECIAL TAX DISTRICTS</u> <u>ESTABLISHED ON PROPERTY IN THE JURISDICTION OF THE PORT COMMISSION.</u>

The following provisions apply to districts established on Port land:

(a) Assessor's parcel numbers shall not be required in a landowner election.

(b) In the resolution of intention to establish a district, the Board of Supervisors shall fix a time for a public hearing on the establishment of the district that may be more than 60 days after the adoption of the resolution.

(c) The Executive Director of the Port Commission shall execute the ballot on behalf of the City whenever the City is a landowner of property within Port Commission jurisdiction.

(d) Debt of the district may include an obligation to repay the Port Commission for advances made to pay for authorized costs, the district may execute a promissory note in favor of the Port Commission to evidence such debt, and the maximum term of such debt shall be specified in the Note and shall not exceed the term specified in the Note (if any).

(e) To the extent listed in the resolution of formation for the special tax district and the ordinance levying the special taxes in the special tax district, special taxes may be levied and bonds may be issued to finance relocation assistance and costs related to the relocation of displaced tenants and/or residents within the territory of the district, including all the payments required by Chapter 16 (commencing with Section 7260) of Division 7 of Title 1 of the California Government Code. This displacement shall be deemed to be the result of public action.

H. Section 43.10.29 is hereby added as follows:

<u>SEC. 43.10.29. JOINT COMMUNITY FACILITIES AGREEMENTS OR JOINT EXERCISE OF</u> POWERS AGREEMENT.

The City may enter into an agreement described in Section 53316.2 of the Act at any time.

Section I. Effective Date. This ordinance shall become effective 30 days after enactment. Enactment occurs when the Mayor signs the ordinance, the Mayor returns the ordinance unsigned or does not sign the ordinance within ten days of receiving it, or the Board of Supervisors overrides the Mayor's veto of the ordinance.

Section J. Scope of Ordinance. In enacting this ordinance, the Board of Supervisors intends to amend only those words, phrases, paragraphs, subsections, sections, articles, numbers, punctuation marks, charts, diagrams, or any other constituent parts of the Municipal Code that are explicitly shown in this ordinance as additions, deletions, Board amendment additions, and Board amendment deletions in accordance with the "Note" that appears under the official title of the ordinance.

APPROVED AS TO FORM: DENNIS J/HERRERA City Attorney Deputy City Attorney n:\legana\as2019\1900627\01379851.docx

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Mayor Breed BOARD OF SUPERVISORS

FILE NO. 190657

LEGISLATIVE DIGEST

[Administrative Code - San Francisco Special Tax Financing Law - Port of San Francisco]

Ordinance amending the Administrative Code Special Tax Financing Law, constituting Article 43.10, to authorize special tax financing of certain facilities and services related to property in the jurisdiction of the Port of San Francisco.

Existing Law

The Board of Supervisors has previously established various community facilities districts in the City under the Mello-Roos Act, and under the City's Special Tax Financing Law, constituting Article 43.10 of the Administrative Code ("Special Tax Financing Law"). The City's Special Tax Financing Law incorporates and supplements the Mello-Roos Community Facilities Act of 1982 ("Mello-Roos Act"). The Special Tax Financing Law provides supplemental authority to use special tax financing for purposes that are not codified under the Mello-Roos Act.

The Special Tax Financing Law was recently amended by Ordinance No. 283-18 (adopted by the Board of Supervisors on November 27, 2018 and signed by the Mayor on December 7, 2018) in connection with the approval of a special tax district for the Central SoMa planning area. Among other purposes, amendments approved by Ordinance No. 283-18 were adopted to allow the City to finance facilities and services that are not authorized under the Mello-Roos Act if the facilities and services are described by the Board of Supervisors in the resolution of formation and the ordinance for the special tax district.

Community facilities districts or special tax districts are formed for the purpose of financing and refinancing the acquisition, installation and improvement of certain capital improvements or to real property and in buildings, whether such real property or buildings are privately or publicly owned, and certain services.

Background Information

Under California Statutes of 1968, Chapter 1333 ("Burton Act") and the San Francisco Charter Sections 4.114 and B3.58, the City is empowered, acting through the Port Commission, to use, conduct, operate, maintain, manage, regulate and control the lands under the Port Commission jurisdiction.

In 1990, the City prepared a comprehensive waterfront land use plan. Following a 7-year public planning process, the Port Commission adopted in 1997 the Port of San Francisco Waterfront Land Use Plan ("Waterfront Plan") and has periodically made amendments to the Waterfront Plan to address specific issues arising from proposed capital development projects.

In 2015, Port staff presented a comprehensive review of land use changes and events that have occurred under the Waterfront Plan to the Port Commission.

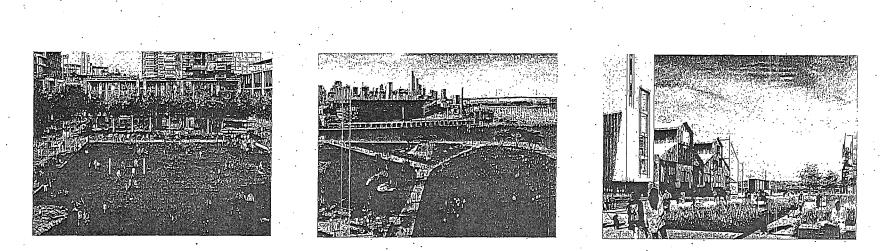
FILE NO. 190657

In furtherance of the Burton Act and the Waterfront Plan, and with Board of Supervisors approval, the Port has entered into long-term leases and development and disposition agreements for the improvement and rehabilitation of Port land and assets, including

- the 20th Street Historic Buildings with Historic Pier 70, LLC (Board of Supervisors Resolution No. 273-14),
- approximately 28 acres of real property located in the southeast portion of the larger area known as Seawall Lot 349 or Pier 70 with FC Pier 70, LLC (Board of Supervisors Resolution No. 401-17); and
- Seawall Lot 337 Associates, LLC, for approximately 28 acres of real property that are proposed to be developed for a project known as the Mission Rock project (Board of Supervisors Resolution No. 42-18) (collectively, the "Port Projects").

The Proposed Ordinance seeks to amend the Special Financing Tax Law to facilitate the development of the Port Projects. The Proposed Ordinance seeks to provide authority for, or clarifies through technical amendments, the Port's ability to utilize special taxes to meet the specific needs of the Port Projects.

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SPECIAL TAX FINANCING LAW AMENDMENTS Pier 70 and Mission Rock

Rules Committee July 29, 2019

Port of San Francisco

Pier 70 Project Overview

Entitled Fall 2017

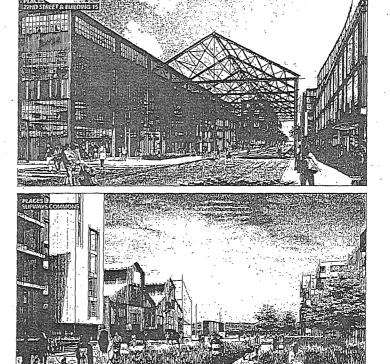
• 35 acres

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- 1,645-3,025 residential units
- 1.1-1.75 million gsf commercial
- 9 acres open space

Public Benefits

- 30% onsite affordability
- First Source, Prevailing Wage, LBE
- TDM Program
- Historic Rehabilitation
- Sea Level Rise Protections
- 90,000 SF Arts Facility
- On-site Child Care



Mission Rock Project Overview

Entitled early 2018 28 acres

1,400 – 1,900 residential units 970K – 1.4 million gsf commercial 8 acres open space

Public Benefits

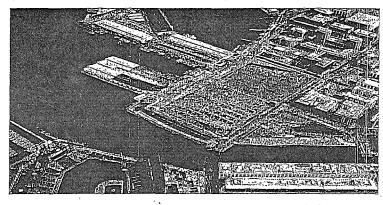
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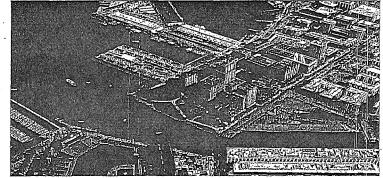
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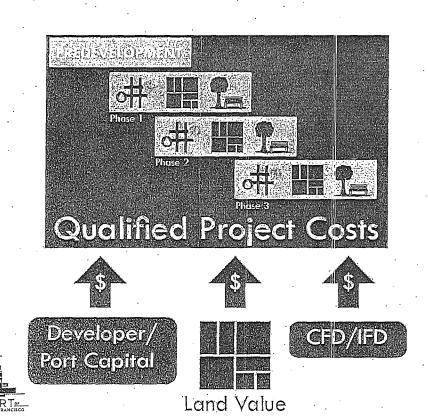
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40% onsite affordability for 45% -150% AMI First Source, Prevailing Wage, LBE TDM Program Historic Rehabilitation Sea Level Rise Protections 15,000 SF Community Facility District Energy; District Blackwater On-site Child Care





Project Financing Structures



- Possible sources to pay for qualified project costs:
 - Developer or Port Capital
 - Land Value
 - CFD/IFD
- Goal is to limit Developer Capital and accrual of Developer Return by:
 - Using CFD/IFD whenever possible
 - When CFD/IFD not available, advance land value proceeds or Port Capital repaid with CFD/IFD once available

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What is the Special Tax Financing Law?

- Used to create special tax districts, more commonly known as Community Facilities Districts (CFDs)
- Local law supplementing the Mello-Roos Community Facilities Act
- Originally adopted in connection with the GreenFinanceSF program.
- Previously amended in November 2018 in connection with the Central SoMa plan



Current Amendments

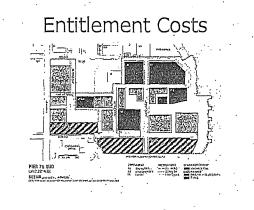
- Amendments incorporate improvements in the Pier 70 and Mission Rock projects
- Two types of amendments:
 - 1. Clarify uses of existing law and eliminate ambiguities
 - 2. Expand the law to allow the Board of Supervisors to authorize improvements not
 - currently permitted

Historic Buildings



Seismic Improvements





What's next?

- Declare intention to form Community Facilities Districts
- Form Community Facilities Districts by Special Election
- Issue CFD Bonds and levy special taxes for the maintenance of parks, open space, and shoreline improvements
 - Leverage IFD tax increment when generated

BOARD of SUPERVISORS



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

MEMORANDUM

TO: Elaine Forbes, Executive Director, San Francisco Port Ben Rosenfield, City Controller, Office of the Controller

FROM: Victor Young, Assistant Clerk Rules Committee

DATE: June 13, 2019

SUBJECT: LEGISLATION INTRODUCED

The Board of Supervisors' Rules Committee received the following proposed legislation on June 4, 2019:

File No. 190657

Ordinance amending the San Francisco Administrative Code Special Tax Financing Law, constituting Article 43.10, to authorize special tax financing of certain facilities and services related to property in the jurisdiction of the Port of San Francisco.

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

c: Daley Dunham, SF Port Amy Quesada, SF Port Todd Rydstrom, Office of the Controller

Office of the Mayor san francisco



London N. Breed Mayor

2019 JUN-4 PH 3:57

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TO: Angela Calvillo, Clerk of the Board of Supervisors
FROM: Andres Power
RE: San Francisco Special Tax Financing Law---Amendments
DATE: Tuesday, June 4, 2019

Ordinance amending the San Francisco Administrative Code Special Tax Financing Law, constituting Article 43.10, to authorize special tax financing of certain facilities and services related to property in the jurisdiction of the Port of San Francisco.

Should you have any questions, please contact Sophia Kittler at 415-554-6153.

1 DR. CARLTON B. GOODLETT PLACE, ROOM 200 SAN FRANCISCO, CALIFORNIA 94102-4681 TELEPHONE: (4455) 554-6141