

1 [Resolution of Intention to Establish an Infrastructure and Revitalization Financing District.]

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3 **Resolution of intention to establish City and County of San Francisco Infrastructure**
4 **and Revitalization Financing District No. 1 (Treasure Island) and project areas therein**
5 **to finance the construction and/or acquisition of facilities on Treasure Island and Yerba**
6 **Buena Island; to provide for annexation; to call a public hearing on the formation of the**
7 **district and project areas therein and to provide public notice thereof; and determining**
8 **other matters in connection therewith.**

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10 WHEREAS, Naval Station Treasure Island (“NSTI”) is a former United States Navy
11 base located in the City and County of San Francisco (the “City”) that consists of two islands
12 connected by a causeway: (1) Treasure Island, and (2) an approximately 90 acre portion of
13 Yerba Buena Island; and,

14 WHEREAS, Under the Treasure Island Conversion Act of 1997, which amended
15 Section 33492.5 of the California Health and Safety Code and added Section 2.1 to Chapter
16 1333 of the Statutes of 1968, the California Legislature (i) designated the Treasure Island
17 Development Authority, a California non-profit public benefit corporation (“TIDA”) as a
18 redevelopment agency under California redevelopment law with authority over NSTI upon
19 approval of the City’s Board of Supervisors, and (ii) with respect to those portions of NSTI
20 which are subject to Tidelands Trust, vested in TIDA the authority to administer the public
21 trust for commerce, navigation and fisheries as to such property; and,

22 WHEREAS, The Board of Supervisors approved the designation of TIDA as a
23 redevelopment agency for NSTI in 1997; and,

24 WHEREAS, On January 24, 2012, the Board of Supervisors rescinded designation of
25 TIDA as the redevelopment agency for Treasure Island under California Community

1 Redevelopment Law in Resolution No. 11-12; and such rescission does not affect TIDA's
2 status as the Local Reuse Authority for NSTI or the Tidelands Trust trustee for the portions of
3 NSTI subject to the Tidelands Trust, or any of the other powers or authority; and,

4 WHEREAS, The United States of America, acting by and through the Department of
5 the Navy ("Navy"), and TIDA entered into an Economic Conveyance Memorandum of
6 Agreement (as amended and supplemented from time to time, the "Conveyance Agreement")
7 that governs the terms and conditions for the transfer of NSTI from the Navy to TIDA; under
8 the Conveyance Agreement, the Navy has and will convey NSTI to TIDA in phases after the
9 Navy has completed environmental remediation and issued a Finding of Suitability to Transfer
10 (as defined in the Conveyance Agreement) for specified parcels of NSTI or portions thereof;
11 and,

12 WHEREAS, Treasure Island Community Development, LLC ("Developer") and TIDA
13 previously entered into a Disposition and Development Agreement (Treasure Island/Yerba
14 Buena Island) dated June 28, 2011 (the "DDA"), including a Financing Plan (Treasure
15 Island/Yerba Buena Island) (the "Financing Plan"), which governs the disposition and
16 development of a portion of NSTI (the "Project Site") after the Navy's transfer of NSTI to TIDA
17 in accordance with the Conveyance Agreement; and,

18 WHEREAS, The DDA contemplates a project (the "Project") under which TIDA
19 acquires the Project Site from the Navy and conveys portions of the Project Site to Developer
20 for the purposes of (i) alleviating blight in the Project Site through development of certain
21 improvements, (ii) geotechnically stabilizing the Project Site, (iii) constructing public
22 infrastructure to support the Project and other proposed uses on NSTI, (iv) constructing and
23 improving certain public parks and open spaces, (v) remediating certain existing hazardous
24 substances, and (vi) selling and ground leasing lots to vertical developers who will construct
25 residential units and commercial and public facilities; and,

1 WHEREAS, On April 21, 2011, the Planning Commission by Motion No. 18325 and the
2 Board of Directors of TIDA, by Resolution No. 11-14-04/21, as co-lead agencies, certified the
3 completion of the Final Environmental Impact Report for the Project, and unanimously
4 approved a series of entitlement and transaction documents relating to the Project, including
5 certain environmental findings under the California Environmental Quality Act (“CEQA”), a
6 mitigation and monitoring and reporting program (the “MMRP”), and the DDA and other
7 transaction documents; and,

8 WHEREAS, On June 7, 2011, in Motion No. M11-0092, the Board of Supervisors
9 unanimously affirmed certification of the Final Environmental Impact Report. On that same
10 date, the Board of Supervisors, in Resolution No. 246-11, adopted CEQA findings and the
11 MMRP, and made certain environmental findings under CEQA (collectively, the “FEIR”). Also
12 on that date, the Board of Supervisors, in Ordinance No. 95-11, approved the DDA and other
13 transaction documents, including the Transportation Plan and Infrastructure Plan; and,

14 WHEREAS, TIDA and the Developer have been working diligently since then to
15 implement the Project consistent with the DDA, the MMRP and other documents; and,

16 WHEREAS, No additional environmental review is required because there are no
17 substantial changes to the project analyzed in the FEIR, no change in circumstances under
18 which the project is being undertaken, and no new information of substantial importance
19 indicating that new significant impacts would occur, that the impacts identified in the FEIR as
20 significant impacts would be substantially more severe, or that mitigation or alternatives
21 previously found infeasible are now feasible; and,

22 WHEREAS, Developer and the City previously entered into a Development Agreement
23 related to the Project Site to eliminate uncertainty in the City’s land use planning for the
24 Project Site and secure orderly development of the Project consistent with the DDA and other
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1 applicable requirements, and the Financing Plan is also an exhibit to the Development
2 Agreement; and,

3 WHEREAS, The Financing Plan identifies certain financial goals for the Project and the
4 contractual framework for cooperation between TIDA, the City, and Developer in achieving
5 those goals and implementing the Project; and,

6 WHEREAS, The Financing Plan, among other things, obligates TIDA and the City to
7 take all actions reasonably necessary for, and obligates Developer to cooperate reasonably
8 with the efforts of, (i) the City to form requested community facilities districts (each, a “CFD”;
9 together, the “CFDs”) and take related actions under the Mello-Roos Community Facilities Act
10 of 1982 (the “Mello-Roos Act”) to pay for Qualified Project Costs, Ongoing Park Maintenance
11 and Additional Community Facilities (as those terms are defined in the Financing Plan), (ii) the
12 City to form requested infrastructure financing districts and take related actions under
13 applicable provisions of the Government Code of the State of California to pay for Qualified
14 Project Costs (although the Financing Plan refers to a different infrastructure financing act
15 than the IRFD Law (as defined below) because the IRFD Law had not been created at the
16 time, the City finds that the provisions of the Financing Plan discussing infrastructure financing
17 districts shall apply to the IRFD (as defined herein) and the IRFD Law) and (iii) the City to
18 issue bonds and other debt for the CFDs and the infrastructure financing districts and other
19 public financing instruments described in the Financing Plan (defined in the Financing Plan as
20 “Public Financing”); and,

21 WHEREAS, Under Chapter 2.6 of Part 1 of Division 2 of Title 5 of the California
22 Government Code, commencing with Section 53369 (the “IRFD Law”), this Board of
23 Supervisors is authorized to establish an infrastructure and revitalization financing district and
24 to act as the legislative body for an infrastructure and revitalization financing district; and,

25

1 WHEREAS, Pursuant to Section 53369.5 of the IRFD Law, an infrastructure and
2 revitalization financing district may be divided into project areas; and,

3 WHEREAS, Pursuant to the Financing Plan and the IRFD Law, the Board of
4 Supervisors wishes to establish an infrastructure and revitalization financing district and
5 project areas therein to finance certain facilities; and,

6 WHEREAS, The IRFD Law provides that the legislative body of an infrastructure and
7 revitalization financing district may, at any time, add territory to a district or amend the
8 infrastructure financing plan for the district by conducting the same procedures for the
9 formation of a district or approval of bonds as provided in the IRFD Law, and the Board of
10 Supervisors wishes to establish the procedure for future annexation of property on Yerba
11 Buena Island and Treasure Island into the proposed infrastructure district; and,

12 WHEREAS, Section 53369.14(d)(5) of the IRFD Law provides that the legislative body
13 of a proposed infrastructure and revitalization financing district may specify, by ordinance, the
14 date on which the allocation of tax increment will begin and Section 53369.5(b) of the IRFD
15 Law provides that project areas within a district may be subject to distinct limitations
16 established under the IRFD Law, and the Board of Supervisors accordingly wishes to specify
17 the date on which the allocation of tax increment will begin for the proposed infrastructure
18 district on a project area-by-project area basis; now, therefore, be it

19 RESOLVED, That this Board of Supervisors proposes to conduct proceedings to
20 establish an infrastructure and revitalization financing district pursuant to the IRFD Law, which
21 district shall include project areas as identified by this Board of Supervisors from time to time;
22 and, be it

23 FURTHER RESOLVED, That the name proposed for the infrastructure and
24 revitalization financing district is "City and County of San Francisco Infrastructure and
25 Revitalization Financing District No. 1 (Treasure Island)" (the "IRFD"); and, be it

1 FURTHER RESOLVED, That pursuant to Section 53369.5 of the IRFD Law, the
2 territory to be initially included in the IRFD (as show on the map described below) is hereby
3 designated to include the following initial project areas (collectively, the “Initial Project Areas,”
4 and together with any future project areas that may be established in the IRFD, the “Project
5 Areas”):

6 a. Project Area A of the City and County of San Francisco Infrastructure and
7 Revitalization Financing District No. 1 (Treasure Island) (“Project Area A”);

8 b. Project Area B of the City and County of San Francisco Infrastructure and
9 Revitalization Financing District No. 1 (Treasure Island) (“Project Area B”);

10 c. Project Area C of the City and County of San Francisco Infrastructure
11 and Revitalization Financing District No. 1 (Treasure Island) (“Project Area C”);

12 d. Project Area D of the City and County of San Francisco Infrastructure and
13 Revitalization Financing District No. 1 (Treasure Island) (“Project Area D”);

14 e. Project Area E of the City and County of San Francisco Infrastructure and
15 Revitalization Financing District No. 1 (Treasure Island) (“Project Area E”); and be it

16 FURTHER RESOLVED, That the proposed boundaries of the IRFD and each of the
17 Initial Project Areas are as shown on the map of the IRFD and the Initial Project Areas on file
18 with the Clerk of the Board of Supervisors, which boundaries are hereby preliminarily
19 approved and to which map reference is hereby made for further particulars; and, be it

20 FURTHER RESOLVED, That the type of facilities proposed to be financed by the IRFD
21 and the Project Areas pursuant to the IRFD Law shall consist of those listed as facilities on
22 Exhibit A hereto and hereby incorporated herein (the “Facilities”). The Facilities are
23 authorized to be financed by the IRFD by Sections 53369.2 and 53369.3 of the IRFD Law.
24 The Board of Supervisors hereby finds each of the following: that the Facilities (i) are of
25 communitywide significance, (ii) will be constructed on a former military base and are

1 consistent with the authority reuse plan and have been or will be approved by TIDA (the
2 military base reuse authority), if applicable, (iii) will not supplant facilities already available
3 within the proposed boundaries of the IRFD, except for those that are essentially
4 nonfunctional, obsolete, hazardous, or in need of upgrading or rehabilitation, and (iv) will
5 supplement existing facilities as needed to serve new developments. The Board of
6 Supervisors acknowledges and agrees that the Acquisition and Reimbursement Agreement
7 (Treasure Island/Yerba Buena Island) dated as of March 8, 2016, by and among the City and
8 County of San Francisco, TIDA, and the Developer (the "Acquisition Agreement") governs the
9 process for the City to acquire the Facilities using the proceeds of the IRFD; and, be it

10 FURTHER RESOLVED, That the Board of Supervisors hereby declares that, pursuant
11 to the IRFD Law, incremental property tax revenue from the City to finance the Facilities, but
12 no tax increment revenues from the other affected taxing entities (as defined in the IRFD Law)
13 within the IRFD, if any, will be used by the IRFD to finance the Facilities. The incremental
14 property tax financing will be described in an infrastructure financing plan (the "Infrastructure
15 Financing Plan") to be prepared for this Board of Supervisors under the IRFD Law; and, be it

16 FURTHER RESOLVED, That in accordance with Sections 53369.5(b) and
17 53369.14(d)(5) of the IRFD Law, the Board of Supervisors shall establish, by ordinance, the
18 date on which the allocation of tax increment shall begin for the IRFD, which date shall be
19 determined on a Project Area-by-Project Area basis (each such date, the "Commencement
20 Date"), and each Project Area may accordingly have a different Commencement Date, with
21 each Commencement Date being the first day of the fiscal year following the fiscal year in
22 which the applicable Project Area has generated (i) with respect to Project Areas C and D, at
23 least \$300,000 of tax increment, or such other amount specified in the ordinance annexing
24 such Project Area to the IRFD, (ii) with respect to Project Areas A, B, E, at least \$150,000 of
25 tax increment, or such other amount specified in the ordinance annexing such Project Area to

1 the IRFD and (iii) with respect to all other Project Areas, the amount specified in the ordinance
2 annexing such Project Area to the IRFD; and, be it

3 FURTHER RESOLVED, That future annexations of property on Treasure Island into
4 the IRFD may occur at any time after formation of the IRFD, but only if the Board of
5 Supervisors has completed the procedures set forth in the Infrastructure Financing Plan,
6 which shall be based on the following: (i) this Board of Supervisors adopts a resolution of
7 intention to annex property (the “annexation territory”) into the IRFD and describes whether
8 the annexation territory will be included in one of the then-existing Project Areas or in a new
9 Project Area and to issue Bonds, (ii) the resolution of intention is mailed to each owner of land
10 in the annexation territory and each affected taxing entity in the annexation territory, if any, in
11 substantial compliance with Sections 53369.11 and 53369.12 of the IRFD Law, (iii) this Board
12 of Supervisors designates TIDA to prepare an amendment to the Infrastructure Financing
13 Plan, if necessary, and the designated official prepares any such amendment, in substantial
14 compliance with Sections 53369.13 and 53369.14 of the IRFD Law, (iv) any amendment to
15 the Infrastructure Financing Plan is sent to each owner of land and each affected taxing entity
16 (if any) within the annexation territory, in substantial compliance with Sections 53369.15 and
17 53369.16 of the IRFD Law, (v) this Board of Supervisors notices and holds a public hearing on
18 the proposed annexation, in substantial compliance with Sections 53369.17 and 53369.18 of
19 the IRFD Law, (vi) this Board of Supervisors adopts a resolution proposing the adoption of
20 any amendment to the Infrastructure Financing Plan and annexation of the annexation
21 territory to the IRFD, and submits the proposed annexation to the qualified electors in the
22 annexation territory, in substantial compliance with Sections 53369.20-53369.22 of the IRFD
23 Law, with the ballot measure to include the question of the proposed annexation of the
24 annexation territory into the IRFD, approval of the appropriations limit for the IRFD and
25 approval of the issuance of bonds for the IRFD, and (vii) after canvass of returns of any

1 election, and if two-thirds of the votes cast upon the question are in favor of the ballot
2 measure, this Board may, by ordinance, adopt the amendment to the Infrastructure Financing
3 Plan, if any, and approve the annexation of the annexation territory to the IRFD, in substantial
4 compliance with Section 53369.23 of the IRFD Law; and, be it

5 FURTHER RESOLVED, That _____, _____, 2016 at __:00 p.m. or as soon as
6 possible thereafter, in the Board of Supervisors Chambers, 1 Dr. Carlton B. Goodlett Place,
7 City Hall, San Francisco, California, be, and the same are hereby appointed and fixed as the
8 time and place when and where this Board of Supervisors, as legislative body for the IRFD,
9 will conduct a public hearing on the proposed establishment of the IRFD and the Initial Project
10 Areas and the proposed future annexation of territory to the IRFD in the manner described in
11 this Resolution; and, be it

12 FURTHER RESOLVED, That the Clerk of the Board of Supervisors is hereby directed
13 to mail a copy of this Resolution to each owner of land (as defined in the IRFD Law) within the
14 IRFD (but not to any affected taxing entities because there are none as of the date of this
15 Resolution). In addition, in accordance with Section 53369.17 of the IRFD Law, the Clerk of
16 the Board of Supervisors is hereby directed to cause notice of the public hearing to be
17 published not less than once a week for four successive weeks in a newspaper of general
18 circulation published in the City. The notice shall state that the IRFD will be used to finance
19 public works, briefly describe the Facilities, briefly describe the proposed financial
20 arrangements, including the proposed commitment of incremental tax revenue, describe the
21 boundaries of the proposed IRFD and the Initial Project Areas, reference the process for
22 future annexation, and state the day, hour, and place when and where any persons having
23 any objections to the proposed Infrastructure Financing Plan, or the regularity of any of the
24 prior proceedings, may appear before this Board of Supervisors and object to the adoption of
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1 the proposed Infrastructure Financing Plan for the IRFD and the Initial Project Areas or
2 process for future annexation to the IRFD by the Board of Supervisors; and, be it

3 FURTHER RESOLVED, That this Resolution shall in no way obligate the Board of
4 Supervisors to establish the IRFD or the Project Areas. The establishment of the IRFD and
5 the Project Areas shall be subject to the approval of this Board of Supervisors by resolution
6 following the holding of the public hearing referred to above and a vote of the qualified
7 electors in the IRFD; and, be it

8 FURTHER RESOLVED, That the Board of Supervisors has reviewed and considered
9 the FEIR and finds that the FEIR is adequate for its use for the actions taken by this resolution
10 and incorporates the FEIR and the CEQA findings contained in Board of Supervisors
11 Resolution No.246-11 by this reference; and, be it

12 FURTHER RESOLVED, That if any section, subsection, sentence, clause, phrase, or
13 word of this resolution, or any application thereof to any person or circumstance, is held to be
14 invalid or unconstitutional by a decision of a court of competent jurisdiction, such decision
15 shall not affect the validity of the remaining portions or applications of this resolution, this
16 Board of Supervisors hereby declaring that it would have passed this resolution and each and
17 every section, subsection, sentence, clause, phrase, and word not declared invalid or
18 unconstitutional without regard to whether any other portion of this resolution or application
19 thereof would be subsequently declared invalid or unconstitutional; and, be it

20 FURTHER RESOLVED, That the Mayor, the Controller, the Director of the Office of
21 Public Finance, the Clerk of the Board of Supervisors and any and all other officers of the City
22 are hereby authorized, for and in the name of and on behalf of the City, to do any and all
23 things and take any and all actions, including execution and delivery of any and all
24 documents, assignments, certificates, requisitions, agreements, notices, consents,
25 instruments of conveyance, warrants and documents, which they, or any of them, may deem

1 necessary or advisable in order to effectuate the purposes of this Resolution; provided
2 however that any such actions be solely intended to further the purposes of this Resolution,
3 and are subject in all respects to the terms of the Resolution; and, be it

4 FURTHER RESOLVED, That all actions authorized and directed by this Resolution,
5 consistent with any documents presented herein, and heretofore taken are hereby ratified,
6 approved and confirmed by this Board of Supervisors; and, be it

7 FURTHER RESOLVED, That this Resolution shall take effect upon its adoption.

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APPROVED AS TO FORM:

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DENNIS J. HERRERA
City Attorney

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By: _____
MARK D. BLAKE
Deputy City Attorney

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EXHIBIT A

CITY AND COUNTY OF SAN FRANCISCO
Infrastructure and Revitalization Financing District No. 1
(Treasure Island)

DESCRIPTION OF FACILITIES TO BE FINANCED BY THE IRFD

FACILITIES

It is intended that the IRFD (and its Project Areas, in existence or as created by future annexations) will be authorized to finance all or a portion of the costs of the acquisition, construction and improvement of any facilities authorized by Section 53369.3 of the IRFD Law, including, but not limited to, the following types of facilities:

- A. Acquisition Facilities
 - 1. Acquisition - includes acquisition of land for public improvements.
 - 2. Abatement - includes abatement of hazardous materials and disposal of waste.
 - 3. Demolition - removal of below-grade, at-grade, and above-grade facilities, and recycling or disposal of waste.
 - 4. Supplemental Fire Water Supply System - including, but not limited to, main pipe, laterals, valves, fire hydrants, cathodic protection, manifolds, air-gap back flow preventer, wharf fire hydrants, portable water pumper, and tie-ins for onsite water supply network that is unique to San Francisco intended for fire suppression.
 - 5. Low Pressure Water - including, but not limited to, main pipe, pressure reducing stations, laterals, water meters, water meter boxes, back flow preventers, gate valves,

1 air valves, blowoffs, fire hydrants, cathodic protection, and tie-ins for onsite and offsite
2 low pressure water supply network intended for domestic use.

3 6. Water Tank Facilities – including, but not limited to, storage tanks, pumps, and
4 other facilities associated with water storage.

5 7. Recycled Water - including, but not limited to, main pipe, laterals, water meters,
6 water meter boxes, back flow preventers, gate valves, air valves, blowoffs, cathodic
7 protection, and tie-ins for recycled water supply network intended to provide
8 treated wastewater for use in irrigation of parks and landscaping as well as graywater
9 uses within buildings.

10 8. Storm Drainage System – including, but not limited to, main pipe, laterals,
11 manholes, catch basins, air vents, stormwater treatment facilities, connections to
12 existing systems, headwalls, outfalls, and lift stations for a network intended to convey
13 onsite and offsite separated storm water.

14 9. Separated Sanitary Sewer – including, but not limited to, main pipe, laterals,
15 manholes, traps, air vents, connections to existing systems, force main pipe and
16 associated valves and cleanouts, and pump and lift stations for a network intended to
17 convey separated sanitary sewage.

18 10. Joint Trench – including, but not limited to, the electrical substation, installation
19 of primary and secondary conduits, overhead poles, pull boxes, vaults, subsurface
20 enclosures, and anodes, for dry utilities including but not limited to electrical and
21 information systems.

22 11. Earthwork – including, but not limited to, importation of clean fill materials,
23 clearing and grubbing, slope stabilization, ground improvement, installation of geogrid,
24 surcharging, wick drains, excavation, rock fragmentation, placement of fill, compaction,
25 grading, erosion control, deep vibratory soil compaction, cement deep soil mix (CDSM)

1 columns and panels, stone columns, and post-construction stabilization such as
2 hydroseeding.

3 12. Retaining Walls – including, but not limited to, excavation, foundations,
4 construction of retaining walls, subdrainage, and backfilling.

5 13. Highway Ramps, Roadways, Pathways, Curb, and Gutter – including, but not
6 limited to, road subgrade preparation, aggregate base, concrete roadway base, asphalt
7 wearing surface, concrete curb, concrete gutter, medians, colored asphalt and
8 concrete, speed tables, class 1 and 2 bike facilities (e.g., cycle tracks), sawcutting,
9 grinding, conform paving, resurfacing, for onsite and offsite roadways.

10 14. Traffic – including, but not limited to, transit stops, transit facilities, transit buses
11 and ferries, bridge structures, permanent pavement marking and striping, traffic control
12 signage, traffic light signals, pedestrian traffic lighting, and contributions for offsite
13 traffic improvements.

14 15. Streetscape – including, but not limited to, subgrade preparation, aggregate
15 base, sidewalks, pavers, ADA curb ramps with detectable tiles, streetlights, light pole
16 foundations, landscaping, irrigation, street furniture, waste receptacles, newspaper
17 stands, and public art.

18 16. Shoreline Improvements – including, but not limited to, demolition, excavation,
19 installation of revetment, structural improvements of shoreline and revetment, and
20 structural repair for replacement or retrofit of shoreline structures.

21 17. Parks – including, but not limited to, ground improvement, subgrade preparation,
22 landscaping and trees, aggregate base, sidewalks, pavers, decomposed granite,
23 lighting, irrigation, furniture, decks, fountains, and restrooms.

1 18. Ferry Terminal – including, but not limited to, foundations, ferry shelter building,
2 signs, electronic toll collection system, breakwaters, pier, gangway, float, restroom,
3 bike storage

4 19. Hazardous Soil Removal – removal and disposal of contaminated soil.

5 20. Community Facilities – including, but not limited to, costs of police station, fire
6 station, community center spaces for uses including reading room/library, senior/adult
7 services, teen/youth center, outdoor performance and gathering spaces, community
8 gardens, public school, childcare centers, public recreational facilities including
9 ballfields, playing fields and sports centers, and publicly-owned parking garages.

10 21. Any other amounts specifically identified in the DDA as a Project Costs.

11 22. Hard Costs, Soft Costs and Pre-Development Costs, as defined in the
12 Conveyance Agreement, associated with the design, procurement, development and
13 construction of all Facilities listed herein.

14
15 B. Authorized Payments

16 1. Contribution to the City and other public agencies for open space improvements,
17 transportation and transit facilities, affordable housing design and construction, and
18 design and construction of ramps and access roads.