

File No. 250487

Committee Item No. 1

Board Item No. 31

COMMITTEE/BOARD OF SUPERVISORS

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Completed by: Brent Jalipa Date July 17, 2025

Completed by: Brent Jalipa Date July 24, 2025

[Administrative Code - Equitable Citywide Access to Shelters, Transitional Housing, and Behavioral Health Services]

Ordinance amending the Administrative Code to ~~require the City to approve one new~~
promote equitable access to shelter and behavioral health services by prohibiting the
City from siting a new, City-funded homeless shelter, transitional housing facility, or
certain behavioral health residential care and treatment facilities, or behavioral health
specialized outpatient clinic (collectively, “Covered Facilities”) ~~in each supervisorial~~
~~district by June 30, 2026, and prohibiting the City from approving a Covered Facility~~
~~that would be located within 1,000 feet of another Covered Facility~~in a neighborhood
where the neighborhood’s share of the City’s shelter and transitional housing beds
exceeds the neighborhood’s share of the City’s unsheltered persons, and prohibiting
the City from siting a new City-funded homeless shelter within 300 feet of an existing
homeless shelter; and authorizing the, unless the Board of Supervisors to waives the
~~1,000 foot rule by resolution based on a finding~~ these prohibitions upon a finding that
approving the Covered Facility or homeless shelter at the proposed location is in the
public interest; and providing that this ordinance shall sunset on December 31, 2031.

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

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

Section 1. Findings and Purpose.

1 (a) The purpose of this ordinance is to ensure that all San Franciscans—regardless
2 of which neighborhood they live in—have equitable and proximate access to homeless
3 shelters, transitional housing, behavioral health residential care and treatment facilities, and
4 behavioral health clinics. These critical services are essential to addressing the overlapping
5 public health crises of homelessness, substance use disorder, and untreated mental illness. It
6 is incumbent upon San Francisco to use its resources in a way that provides equitable access
7 to critical services.

8 (b) Since 2016, the City and County of San Francisco has significantly expanded its
9 homelessness and behavioral health infrastructure. However, these expansions have not
10 occurred equitably across the City~~supervisory districts~~, with a small number of
11 neighborhoods shouldering the vast majority of shelter beds, transitional housing units,
12 behavioral health programs, and supportive housing.

13 (c) This pattern of overconcentration is particularly evident in the center of the City
14 ~~in neighborhoods like the Tenderloin, SoMa, the Mission, Lower Nob Hill, and the Bayview.~~
15 Neighborhoods in District 6 alone—which is home to one-third of all shelter beds citywide—
16 providers shelter to more than 1,200 individuals on a given night. And neighborhoods in
17 District 5 ~~has~~have a disproportionately high number of transitional housing sites and
18 behavioral health treatment facilities. The communities in these neighborhoods have
19 consistently stepped forward to meet citywide needs, often without the resources or
20 infrastructure to fully support them. However, the cumulative impact of siting a
21 disproportionate number of new facilities in the same communities has led to deep saturation,
22 strained local systems, and growing community fatigue.

23 (d) At the same time, the absence of shelter or behavioral health infrastructure in
24 other parts of the City presents real challenges for residents across the City—particularly for
25 ~~unhoused~~unsheltered individuals or families who may be forced to travel long distances to

1 access care. This geographic imbalance exacerbates isolation, delays recovery, and
2 undermines the City's goals for an integrated, accessible system of care.

3 (e) The overconcentration of services in select neighborhoods has also made it
4 more difficult to site new facilities where they are most needed. Without clear expectations for
5 geographic equity, local resistance increases, long-standing gaps persist, and the broader
6 system becomes harder to expand and sustain.

7 (f) This ordinance provides a path forward. ~~It establishes a citywide mandate that,~~
8 ~~by June 30, 2026, the City must approve at least one new Covered Facility—defined to~~
9 ~~include homeless shelters, transitional housing facilities, behavioral health residential care~~
10 ~~and treatment facilities, and behavioral health specialized outpatient clinics—in each~~
11 ~~supervisory district. First, it requires that all future City-funded homeless shelters, transitional~~
12 ~~housing, and certain residential behavioral health facilities be sited using a “fair share” rule,~~
13 ~~wherein they are sited only in neighborhoods where the neighborhood’s share of shelter and~~
14 ~~transitional housing beds falls below the neighborhood’s share of the City’s unsheltered~~
15 ~~population. Second, The ordinance also it institutes a 3004,000-foot spacing buffer between~~
16 ~~new City-funded homeless shelters and existing facilities homeless shelters to guard against~~
17 ~~future overconcentration and ensure equitable distribution of shelter beds within a~~
18 ~~neighborhood, with To allow for flexibility, accommodate compelling projects, and meet urgent~~
19 ~~needs, for the Board of Supervisors to waive that may waive either requirement when~~
20 necessary to advance the public interest.

21 (g) It is also important to clarify what this ordinance does not address. It does not
22 amend the Planning Code or change where homeless shelters, interim or permanent
23 supportive housing, or residential behavioral health care facilities may be located within the
24 City. It does not restrict the ability of the private sector to site facilities in any corner of the
25 City, provided the proposed use at the proposed location is consistent with the City's zoning

1 plan. And it doesn't prohibit the City from siting a City-funded facility in any corner of the City,
2 where the Board of Supervisors concludes that siting the facility at that location is in the public
3 interest. The ordinance establishes a framework for how the City will make decisions about
4 how to use its own budget and resources to ensure more equitable access to the services it
5 provides.

6 (gh) The ordinance promotes equity not only in access to care, but also in how all
7 neighborhoods participate in solving citywide challenges. It affirms that responsibility must be
8 shared, and that communities historically impacted by over-siting should not continue to carry
9 the bulk of that responsibility alone.

10 (hi) Street-based outreach teams and clinicians have reported that many
11 ~~unhoused~~unsheltered individuals decline shelter placements not because they do not want
12 services, but because the facilities they are offered are located in highly saturated
13 neighborhoods like the Tenderloin or SoMa. These environments are often associated with
14 safety concerns, retraumatization, and challenges related to open-air drug use. Individuals
15 frequently express that they cannot get clean, stabilize, or progress while placed in these
16 areas. As a result, even when shelter beds are available, they may remain underutilized. A
17 more equitable, citywide distribution of services increases the likelihood that individuals will
18 accept placements, engage with care, and successfully move through the system.

19 (ij) This ordinance operationalizes key goals established in existing City plans and
20 policies. It builds upon Mental Health SF, which calls for universal access to behavioral health
21 care, and the City's Homelessness Recovery Plan, which committed to thousands of new
22 placements across the housing continuum. It also complements the 2023 Housing Element's
23 equity framework by ensuring that not just housing—but the City-funded supportive services
24 that make housing possible—are distributed fairly across all neighborhoods. By setting clear
25

1 geographic expectations, this ordinance translates long-standing City commitments into
2 measurable, citywide outcomes.

3 (j) ~~——To avoid repeating the conditions that have led to saturation in some~~
4 ~~neighborhoods, this ordinance establishes a 1,000-foot spacing requirement between new~~
5 ~~and existing Covered Facilities. This provision ensures that no additional community~~
6 ~~experiences the clustering of services in ways that have strained local infrastructure,~~
7 ~~exacerbated stigma, and undermined public confidence. It supports thoughtful distribution~~
8 ~~while protecting neighborhood stability as the system expands.~~

9 (k) To promote accountability and ensure continued progress, this ordinance also
10 requires the City to report back to the Board of Supervisors every six months. These hearings
11 will provide a venue to assess ~~district-by-district~~ neighborhood-by-neighborhood progress
12 toward meeting the ordinance's goals, reflect on any structural or operational barriers, and
13 adjust course as necessary. Presentations from the Department of Homelessness and
14 Supportive Housing, the Department of Public Health, and the Real Estate Division will
15 provide transparency and invite collaborative solutions to ensure measurable and sustained
16 outcomes.

17 (l) In enacting this ordinance, the City affirms that access to shelter and behavioral
18 health care is not only a moral imperative, but a matter of public infrastructure, neighborhood
19 stability, and systemic integrity. Equitable distribution of City-funded services will improve
20 outcomes for individuals, reduce pressure on overburdened communities, and ensure the
21 City's investments are met with engagement, not resistance. By embedding fairness,
22 accountability, and responsiveness into the ~~siting process~~ of siting new City-funded facilities,
23 this ordinance lays the groundwork for a more effective, humane, and unified system of
24 care—one that reflects the shared values of San Francisco and the dignity of every person it
25 serves.

Section 2. The Administrative Code is hereby amended by adding Chapter 124, consisting of Section 124.1, 124.2, 124.3, and 124.4, and 124.5, and 124.6, to read as follows:

**CHAPTER 124: EQUITABLE DISTRIBUTION OF SHELTER,
TRANSITIONAL HOUSING, AND BEHAVIORAL HEALTH FACILITIES**

SEC. 124.1. DEFINITIONS.

For purposes of this Chapter 124, the following terms shall have the following meanings:

“Approve” or “approval” means an action by a City officer, department, or commission in which a final commitment is made by such sponsoring officer, department, or commission to fund the opening or operation of a new Covered Facility. Such Approval may include, but is not limited to, a decision to award a grant for the operation of a Covered Facility at a specific site, to purchase or acquire an interest in particular real estate to locate a Covered Facility. Approval shall not include a decision to undertake a preliminary study of one or more potential sites for a Covered Facility.

Approval shall refer only to the actions of the sponsoring officer, department, board or commission.

“Behavioral Health Residential Care and Treatment Facility” means a residential facility in which individuals receive treatment, medication, and/or counseling for a substance use disorder and/or mental health disorder. Behavioral Health Residential Care and Treatment Facilities include, but are not limited to, ~~board and care facilities, mental rehabilitation centers, withdrawal management facilities, and residential treatment facilities~~ Behavioral Health Respite Facilities, crisis stabilization units, sobering centers, psychiatric respite facilities, and other low-barrier treatment facilities. For purposes of this Chapter 124, Behavioral Health Residential Care and Treatment Facilities do not include Adult Residential Facilities licensed under 22 C.C.R. Division 6, Chapter 6; Residential Care Facilities for the Elderly licensed under 22 C.C.R.

1 Division 6, Chapter 8; Residential Substance Use Disorder Treatment Facilities licensed
2 under 9 C.C.R. Division 4, Chapter 5; Residential Mental Health Treatment Facilities (also
3 known as Social Rehabilitation Facilities) licensed under 22 C.C.R. Division 6, Chapter 2;
4 Mental Health Rehabilitation Centers licensed under 9 C.C.R. Division 1, Chapter 3.5; and
5 Psychiatric Health Facilities licensed under 22. C.C.R. Division 5, Chapter 9.

6 ~~“Behavioral Health Specialized Outpatient Clinic” means a non-residential facility in~~
7 ~~which individuals receive treatment, medication, and/or counseling for a substance use~~
8 ~~disorder and/or mental health disorder.~~

9 “City” means the City and County of San Francisco.

10 “City Project” has the meaning set forth in Administrative Code Section 79.2, as may be
11 amended from time to time.

12 “Covered Facility” means a City Project that is a ~~Behavioral Health Specialized Outpatient~~
13 ~~Clinic,~~ Behavioral Residential Care and Treatment Facility, Transitional Housing Facility, or
14 Homeless Shelter.

15 “DPH” means the Department of Public Health.

16 “Effective Date” means the effective date of the ordinance in Board File No. 250487,
17 establishing this Chapter 124.

18 “Homeless Shelter” shall have the meaning set forth in Planning Code Section 102, as amended
19 from time to time. For purposes of this Chapter 124, a Homeless Shelter shall not include a
20 facility that provides behavioral health treatment and shelter to unsheltered individuals who
21 are identified as having behavioral health care needs (“Behavioral Health Respite Facility”).

22 “HSH” means the Department of Homelessness and Supportive Housing.

23 “Neighborhood” shall be defined in accordance with the American Community Survey
24 Neighborhood Profile Boundaries Map.

1 “Operative Date” shall mean the operative date of the ordinance in Board File No.
2 250487, establishing this Chapter 124.

3 “Point-in-Time Homeless Count” or “PIT Count” means the biennial count of sheltered
4 and unsheltered people experiencing homelessness that San Francisco performs as a
5 condition of receiving funding from the U.S. Department of Housing and Urban Development.

6 “Transitional Housing Facility” means a facility that provides housing and supportive services
7 to people experiencing homelessness or low-income households at risk of becoming homeless and that
8 has as its purpose facilitating the movement of homeless individuals or at-risk low-income households
9 to independent living within a reasonable amount of time.

10
11 **SEC. 124.2. EQUITABLE DISTRIBUTION.**

12 ~~(a) — By no later than June 30, 2026, the City, acting through HSH, an HSH officer,~~
13 ~~the Homelessness Oversight Commission, DPH, a DPH officer, or the Health Commission~~
14 ~~(collectively, “Approving Authorities”) shall Approve at least one new Covered Facility in each~~
15 ~~supervisory district.~~

16 ~~(b) — If an Approving Authority Approves any Covered Facility between the~~
17 ~~introduction of the ordinance in Board File No. _____ and the Effective Date, such Covered~~
18 ~~Facility shall count toward the requirement imposed by subsection (a).~~

19 (a) Within 15 days of the Operative Date, HSH and the Planning Department shall
20 prepare a Shelter Equity Analysis based on data from the 2024 PIT Count. For each
21 Neighborhood, the Shelter Equity Analysis shall indicate:

22 (1) The number of unsheltered persons residing in the Neighborhood;
23 (2) The Neighborhood’s share of unsheltered persons, calculated as the
24 percentage of unsheltered persons living in San Francisco who reside in the Neighborhood;

1 (3) The total number of beds in Homeless Shelters and Transitional Housing
2 Facilities located in the Neighborhood; and

3 (4) The Neighborhood's share of Shelter and Transitional Housing beds,
4 calculated as the percentage of beds in Homeless Shelters and Transitional Housing citywide
5 that are located in the Neighborhood.

6 Within 60 days of the release of the 2026 Biennial PIT Count, and every two years
7 thereafter, HSH and the Planning Department shall prepare a new Shelter Equity Analysis,
8 based on data from the most recent Biennial PIT Count.

9 (b) **Fair Share Rule.** No City officer, department, or commission shall Approve a
10 new Covered Facility that would be located in a Neighborhood where the Neighborhood's
11 share of beds in Homeless Shelters and Transitional Housing, as calculated in subsection
12 (a)(4) exceeds the Neighborhood's share of unsheltered persons, as calculated in subsection
13 (a)(2).

14 (c) **Equitable Siting of Homeless Shelters.** No City officer, department, or
15 commission shall Approve a new ~~Covered Facility~~ Homeless Shelter that would be located within
16 1,000~~300~~ feet of another ~~Covered Facility~~ Homeless Shelter that is open, operating, or Approved at
17 the time of Approval.

18 (d) The Board of Supervisors may waive the prohibitions on Approving new Covered
19 Facilities and Homeless Shelters set forth in subsections (b) and (c) on Approving a new
20 ~~Covered Facility~~ within 1,000 feet of another ~~Covered Facility~~ by resolution only if it finds that
21 Approval of the Covered Facility or Homeless Shelter at the proposed location is in the public
22 interest and is justified by the demand for the facility type, the cost of siting the Covered
23 Facility or Homeless Shelter at the proposed location as compared to alternative sites, and
24 the commitment made by the sponsoring department to address neighborhood concerns, if
25 any.

1 In determining whether Approval of a proposed Covered Facility is in the public
2 interest, the Board of Supervisors shall consider:

3 (1) The demand among City residents for the services that the Covered
4 Facility would provide;

5 (2) The cost of opening the new Covered Facility, as compared to the cost of
6 opening a Covered Facility of the same type at a different location; and

7 (3) The strategies proposed by the sponsoring City department to mitigate
8 any potential impacts of the proposed Covered Facility on the surrounding neighborhood.

9
10 **SEC. 124.3. EXCEPTIONS** FOR COVERED FACILITIES SUBJECT TO AN
11 APPLICATION FOR FINANCING.

12 The prohibitions on the Approval of Covered Facilities and Homeless Shelters within 1,000
13 feet of another Covered Facility set forth in subsections (b) and (c) of Section 124.2 shall not apply
14 to:

15 (a) Covered Facilities for which the City submitted an application for financing prior to the
16 Effective Date, including but not limited to applications for state grants and applications for
17 financing made possible through passage of the Health Infrastructure Bond Act of 2024 (S.B.
18 326), approved by the voters as part of Proposition 1;

19 (b) Covered Facilities that will be sited within the physical space occupied by an
20 existing Covered Facility and will not increase the existing square footage; and

21 (c) A Covered Facility that will that will be sited in a Neighborhood in which a
22 Covered Facility closed within 12 months prior to the date the officer, department, or
23 commission approves the new Covered Facility; this exception shall apply to the Approval of
24 only one Covered Facility for each Covered Facility that closes.

1 **SEC. 124.4. REPORTING.**

2 *The Director of Real Estate shall track the number of Covered Facilities that are Approved*
3 *after the introduction of the ordinance in Board File No. 250487. Within six months*
4 *of the Operative Date, and every six months thereafter, until such time as the City has met the*
5 *requirement in Section 124.2(a) to Approve one new Covered Facility in each supervisorial*
6 *district, the Director of Real Estate, in consultation with DPH and HSH, shall submit to the Board of*
7 *Supervisors a report describing all Covered Facilities that have been Approved by the City in the prior*
8 *six month period, along with a proposed resolution to accept the report. For each Approved Covered*
9 *Facility, the report shall indicate: 1) the address of the facility; 2) the Neighborhood in which the*
10 *facility was located, and the percentage of Citywide beds in the Neighborhood as of the date*
11 *of Approval; 23) the type of facility; 34) the date of Approval; and 45) whether the facility required a*
12 *waiver by the Board of Supervisors under Section 124.2(de); and 6) the Neighborhoods where the*
13 *siting of a facility was considered but not Approved, and the reasons therefor; and 7) for each*
14 *Homeless Shelter Approved in a Neighborhood that already included a Homeless Shelter, a*
15 *description of the steps taken to identify and develop an appropriate site in a Neighborhood*
16 *with no Homeless Shelters. In the committee of the Board of Supervisors where the report is heard,*
17 *HSH and DPH shall present on progress made, any barriers to implementation, and recommended*
18 *solutions.*

19
20 **SEC. 124.5. COMPLIANCE WITH CONFIDENTIALITY LAWS.**

21 *Nothing in this Chapter 124 shall be construed to supersede or conflict with any*
22 *applicable federal, state, or local laws governing the confidentiality of the location of family*
23 *violence shelters. All City departments shall continue to comply with such laws in the*
24 *implementation of this Chapter.*

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Section 3. Undertaking for the General Welfare. In enacting and implementing this ordinance, the City is assuming an undertaking only to promote the general welfare. It is not assuming, nor is it imposing on its officers and employees, an obligation for breach of which it is liable in money damages to any person who claims that such breach proximately caused injury.

(a) 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.

APPROVED AS TO FORM:
DAVID CHIU, City Attorney

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REVISED LEGISLATIVE DIGEST
(Amended in Committee, 7/23/2025)

[Administrative Code - Equitable Citywide Access to Shelters, Transitional Housing, and Behavioral Health Services]

Ordinance amending the Administrative Code to promote equitable access to shelter and behavioral health services by prohibiting the City from siting a new, City-funded homeless shelter, transitional housing facility, or certain behavioral health residential care and treatment facilities (collectively, “Covered Facilities”) in a neighborhood where the neighborhood’s share of the City’s shelter and transitional housing beds exceeds the neighborhood’s share of the City’s unsheltered persons, and prohibiting the City from siting a new City-funded homeless shelter within 300 feet of an existing homeless shelter; and authorizing the Board of Supervisors to waive these prohibitions upon a finding that approving the Covered Facility or homeless shelter at the proposed location is in the public interest; and providing that this ordinance shall sunset on December 31, 2031.

Existing Law

Currently, there is no law that prohibits the City from siting City-funded homeless shelters, transitional housing, or behavioral health facilities in any neighborhood within the City that is zoned for such uses.

Amendments to Current Law

This ordinance would prohibit the City from siting a Homeless Shelter, Transitional Housing Facility, or Behavioral Residential Care and Treatment Facility (collectively, “Covered Facilities”) in any neighborhood where the neighborhood’s share of the City’s shelter and transitional housing beds exceeds the neighborhood’s share of the City’s unsheltered persons (“Fair Share Rule”). It would also prohibit the City from siting a new City-funded homeless shelter within 300 feet of an existing homeless shelter (“300 Foot Rule”). These prohibitions would not become operative until January 1, 2026.

The ordinance would authorize the Board of Supervisors to waive by resolution the Fair Share Rule and the 300 Foot Rule as applied to a specific Covered Facility upon making a finding that siting the Covered Facility at the proposed location is in the public interest and is justified by the demand for the facility type, the cost of siting the facility at the proposed location as compared to alternative sites, and the commitment made by the sponsoring department to address neighborhood concerns, if any.

The ordinance would establish a number of exceptions to the prohibitions on approval of new Covered Facilities for: 1) Covered Facilities for which the City applied for financing prior to the

effective date, including but not limited to state funding and financing through Proposition 1; 2) Covered Facilities that would be sited within an existing Covered Facility; and, 3) Covered Facilities that would be sited in a neighborhood where an existing Covered Facility closed within the prior year.

Covered Facilities do not include projects that are undertaken by non-City entities. Therefore, the proposed ordinance would not impact the opening or siting of privately funded facilities.

Background

This Legislative Digest reflects amendments made in the Budget and Finance Committee on July 16, 2025. Those amendments:

- Replaced the requirement that the City approve the opening of at least one new Covered Facility in each Supervisorial district before June 30, 2026, with a prohibition on approving Covered Facilities in some neighborhoods based on the Fair Share Rule and the 300 Foot Rule, unless the Board of Supervisors makes a finding that siting the facility is in the public interest;
- Added exceptions to application of the Fair Share Rule and the 300 Foot Rule for Covered Facilities that would be located within the physical space occupied by an existing Covered Facility, and for a new Covered Facility that would be located in a neighborhood in which a Covered Facility had closed in the prior year;
- Established an operative date of January 1, 2026; and
- Added a sunset date of December 31, 2031.

This Digest also reflects amendments made in the Budget and Finance Committee on July 23, 2025. Those amendments:

- Removed Behavioral Health Specialized Outpatient Clinics from the categories of facilities that are subject to the “fair share rule”;
- Clarified that “homeless shelters” do not include facilities that provide behavioral health treatment and shelter to unsheltered individuals who have been identified as having behavioral health needs;
- Removed the following facilities from the definition of “Behavioral Health Residential Care and Treatment Facility,” thereby allowing them to be approved without application of the “fair share rule”: Behavioral Health Respite Facilities, crisis stabilization units, sobering centers, psychiatric respite facilities, and other low-barrier treatment facilities. For purposes of this Chapter 124, Behavioral Health Residential Care and Treatment Facilities do not include Adult Residential Facilities licensed under 22 C.C.R. Division 6, Chapter 6; Residential Care Facilities for the Elderly licensed under 22 C.C.R. Division 6, Chapter 8; Residential Substance Use Disorder Treatment Facilities licensed under 9 C.C.R. Division 4, Chapter 5; Residential Mental Health Treatment

Facilities (also known as Social Rehabilitation Facilities) licensed under 22 C.C.R. Division 6, Chapter 2; Mental Health Rehabilitation Centers licensed under 9 C.C.R. Division 1, Chapter 3.5; and Psychiatric Health Facilities licensed under 22. C.C.R. Division 5, Chapter 9.

- Requiring the report mandated by Section 124.4 to indicate for each Homeless Shelter Approved in a Neighborhood that already included a Homeless Shelter, a description of the steps taken to identify and develop an appropriate site in a Neighborhood with no Homeless Shelters.
- Clarifying that nothing in Chapter 124 is intended to supersede or conflict with any laws requiring that the location of family violence shelters be treated as confidential.

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Item 1 File 25-0487 <i>(Continued from 7/16/25 meeting)</i>	Departments: Homelessness & Supportive Housing, Department of Public Health
EXECUTIVE SUMMARY	
Legislative Objectives - The proposed ordinance would add Chapter 124 to the Administrative Code to prohibit City officers from approving: (a) new “covered facilities” (i.e., homeless shelter, transitional housing facility, behavioral health residential care and treatment facility, or behavioral health specialized outpatient clinic) in a neighborhood where the neighborhood’s share of the City’s beds in transitional housing and homeless shelters is greater than the neighborhood’s share of the City’s unsheltered persons; and (b) new homeless shelters within 300 feet of another homeless shelter. The Board of Supervisors can waive the restrictions if it makes a finding that it is in the public interest. Key Points - Establishing new shelters and behavioral health facilities is typically based on the building type, size, availability, and economies of scale. In addition, DPH licensed residential facilities are required to conform to state licensing requirements related to the physical facility. - HSH and the Planning Department would prepare a Shelter Equity Analysis every two years to determine which neighborhoods may have new covered facilities established. Based on the 2024 PIT count of unsheltered persons, new facilities would require a waiver to be located in the Financial District/ South Beach, Lone Mountain/USF, Nob Hill, Outer Richmond, Potrero Hill, South of Market, Tenderloin, and Western Addition. Fiscal Impact - The fiscal impact ultimately depends on individual contract awards made by departments. It could result in higher costs for the planned shelter beds or reduction in the number of beds given funding allocated in the budget. Policy Consideration - The Board of Supervisors could consider setting a minimum number of shelter and transitional housing beds that can be located within a neighborhood without triggering a prohibition on new facilities (such as 50 or 75). - The Board of Supervisors could also consider: (a) simplifying the legislation to prohibit new sites in the Tenderloin and SOMA only to reduce the administrative burden and provide more certainty in the process for site identification; and (b) funding additional community ambassadors, site security, on-site mental health providers, and/or Police Department services to mitigate neighborhood impacts. Recommendation - Approval is a policy matter for the Board of Supervisors.	

MANDATE STATEMENT

City Charter Section 2.105 states that all legislative acts shall be by ordinance, approved by a majority of the members of the Board of Supervisors.

BACKGROUND

The City does not have a geographic equity policy to guide the establishment of new shelters or behavioral health facilities in the City. According to HSH staff, establishing new shelters and transitional housing is typically based on the building type, size, availability, and economies of scale. For example, the downtown area has more hotels and single room occupancy buildings, which has led to more opportunities to site non-congregate shelters in the Tenderloin and South of Market. Areas of the city with larger lots and warehouse spaces, such as the Bayview, have had larger congregate shelters and more navigation centers established. Sixty percent of the City's shelter and transitional housing beds are located in the Tenderloin (33.8 percent) and South of Market (25.9 percent).

According to DPH staff, the establishment of new behavioral health residential care and treatment facilities and outpatient clinics is also typically based on the building type, size, and availability. In addition, licensed residential facilities are required to conform to state licensing requirements related to the physical facility, which further constrains the supply of appropriate sites. For example, this can include requirements for outdoor space, restricted number of client beds allowed, or fire safety ratings of buildings. This can make the establishment of DPH behavioral health programs more complex, as there are often non-standard requirements depending on the program model.

DETAILS OF PROPOSED LEGISLATION

The proposed ordinance would add Chapter 124 to the Administrative Code to prohibit City officers from approving: (a) new "covered facilities" (i.e., homeless shelter, transitional housing facility, behavioral health residential care and treatment facility, or behavioral health specialized outpatient clinic) in a neighborhood where the neighborhood's share of the City's beds in transitional housing and homeless shelters is greater than the neighborhood's share of the City's unsheltered persons; and (b) new homeless shelters within 300 feet of another homeless shelter. The Board of Supervisors can waive the restrictions by resolution if it makes a finding that approving the new facility is in the public interest. The ordinance would sunset on December 31, 2031.

Approval of new facilities is defined as a final commitment to fund a new facility, such as a decision to award a grant for the operation of a facility at a particular site or to purchase property to locate a facility. The prohibition on approval of new shelters within 300 feet of an existing facility does not apply to proposed covered facilities for which the City submitted an application for financing before the effective date of the ordinance.

Shelter Equity Analysis

The proposed ordinance requires HSH and the Planning Department to prepare a Shelter Equity Analysis based on the most recent Point in Time (PIT) count every two years. The analysis will include the following by neighborhood: (a) the number of unsheltered persons; (b) the share of the City's unsheltered persons; (c) the number of beds in homeless shelters and transitional housing facilities; and (d) the share of shelter and transitional housing beds. The analysis will govern which neighborhoods may have new covered facilities approved without a waiver from the proposed geographic restrictions from the Board of Supervisors.

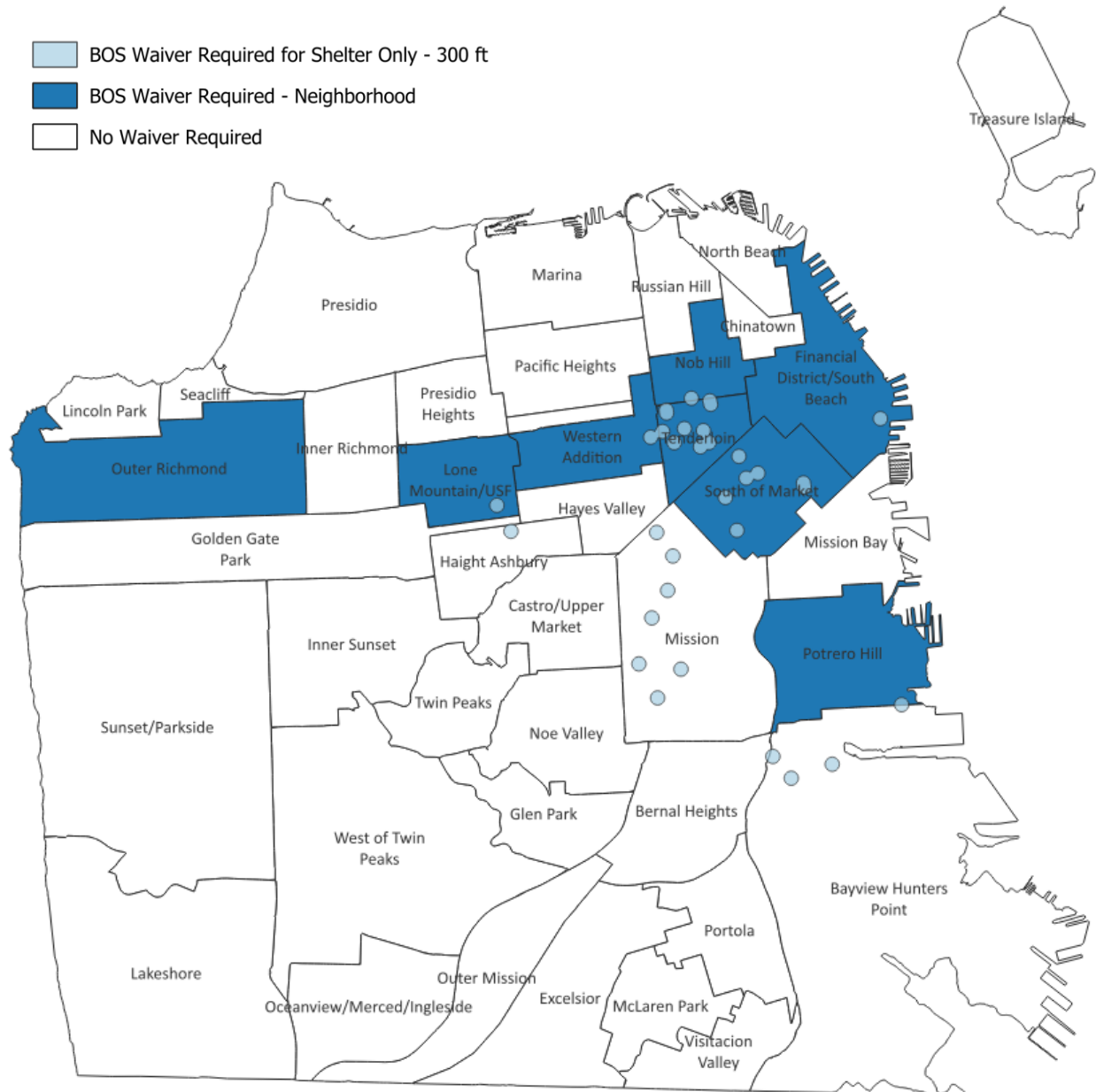
Restrictions on Approval of New Facilities

Under the proposed ordinance, the Board of Supervisors may grant a waiver of the restrictions by resolution if it makes a finding that approving the new facility at the proposed site is in the public interest. In determining if approval of a new facility is in the public interest, the Board of Supervisors would consider: (a) demand for the services that the facility would provide; (b) the cost of opening the new facility compared to the cost of opening the same type of facility at a different location; and (c) commitment by the sponsoring department to address any neighborhood concerns.

The restrictions do not apply to existing City funded sites that are increasing capacity but not their square footage for new shelters in neighborhoods that have closed a shelter within the past year.

Exhibit 1 below shows the City's existing homeless shelters with 300-foot buffer zones and the neighborhoods where new covered facilities are prohibited.¹ Waivers would be required for: (a) new covered facilities within the restricted neighborhoods; and (b) new shelters within the 300-foot buffer zones. No waivers would be required for covered facilities outside of these areas. Appendix 1 provides a list of all neighborhoods and waiver requirements.

¹ Note: the analysis excludes the location of some covered facilities determined to be "confidential" by DPH and HSH

Exhibit 1: Waiver Requirements for Covered Facilities

Source: BLA analysis based on data provided by HSH

Note: The above map only includes HSH shelter and transitional sites for the neighborhood-level analysis, per the proposed ordinance. The buffer zones only include existing homeless shelters (including navigation centers) and do not include transitional housing or DPH covered facilities.

Neighborhood Restrictions

Based on the 2024 PIT count of unsheltered persons and the location of existing HSH shelters, new covered facilities would require a waiver from the Board of Supervisors to be located in the following eight neighborhoods:

1. Financial District/ South Beach
2. Lone Mountain/USF
3. Nob Hill
4. Outer Richmond
5. Potrero Hill
6. South of Market
7. Tenderloin
8. Western Addition

New covered facilities could be located in the remaining 33 neighborhoods without a waiver. The list of neighborhoods with restrictions on new covered facilities would change following the publication of the biennial PIT count and a review of any new facilities established in the prior two years. The next PIT report is scheduled to be released in Fall 2026. Based on the 2024 PIT counts, if they establish one shelter or transitional housing site with at least 25 beds, the following 22 neighborhoods would require a waiver for any additional covered facilities:

Excelsior	Oceanview/Merced/ Ingleside
Glen Park	Outer Mission
Haight Ashbury	Pacific Heights
Inner Sunset	Portola
Japantown	Presidio
Lincoln Park	Presidio Heights
Marina	Russian Hill
McLaren Park	Seacliff
Mission Bay	Treasure Island
Noe Valley	Twin Peaks
North Beach	Visitacion Valley

DPH Planned Projects

The Mayor's proposed FY 2025-27 budget included \$43.9 million in funding over two years for 415 new residential treatment beds and outpatient facilities, including funding for some sites for which the location is not yet known. Depending on the identified locations, future projects that are funded in the Mayor's proposed budget could require a waiver from the Board of Supervisors. According to DPH staff, the following behavioral health projects at known sites may require a waiver by June 2027:

1. **1660 Mission Street (Mission):** relocating and consolidating existing outpatient DPH programs currently located at 1380 Howard Street
2. **Treasure Island Behavioral Health Building:** replacing and expanding capacity of residential treatment programs as part of the Island's redevelopment
3. **Zuckerberg San Francisco General Hospital projects (Mission):**
 - Psychiatric Emergency Services Expansion
 - Youth Behavioral Health Facility (outpatient and residential treatment)

- Behavioral Health Center – Mental Health Rehabilitation Center Expansion (residential treatment)

HSH Projects Planned

The Mayor's proposed FY 2025-27 budget included \$66.9 million in funding for sustaining existing shelter beds and creating new shelter and transitional housing beds (a portion of which are co-funded by DPH). According to HSH staff, the new beds may be located in existing or new facilities, but the sites have not yet been identified.

Reporting

The proposed ordinance requires the Director of Real Estate to track the number of covered facilities that are approved after May 6, 2025 and to report to the Board of Supervisors every six months. The report would include the following for all covered facilities that were approved by the City in the prior six month period: the address of the facility, the neighborhood in which the facility was located and the percentage of citywide beds in the neighborhood on the date of approval, the type of facility, the date of approval, and if a waiver was required by the Board of Supervisors. The report would also detail the neighborhoods in which the establishment of a facility was considered but not approved. DPH and HSH would present on progress, barriers to implementation, and solutions.

FISCAL IMPACT

The primary impact of the proposed ordinance is to establish geographic restrictions for opening new shelter and behavioral health treatment sites, rather than specifying the quantity or service composition of those beds. For this reason, we cannot precisely estimate the fiscal impact, as it ultimately depends on individual contract awards made by Departments. It could result in higher costs for the planned shelter beds or a reduction in the number of beds.

The proposed ordinance would add complexity to the process of identifying new sites for covered facilities and approving those sites, which may increase the timeline and costs for approving new sites. If suitable sites or buildings are not available outside of the prohibited areas, DPH and HSH may need to establish new facilities at less suitable sites. Portions of the Bayview, which has larger, industrial, lots, would not be prohibited from establishing shelter and treatment beds. However, because prohibited areas are primarily on the east side of the City, which has larger buildings, HSH and DPH may have to open more sites on the west side of the City, which has fewer large buildings. For this reason, HSH and DPH may need to reduce the size of the sites, leading to greater costs per unit or fewer beds given funding allocated in the FY 2025-26 – FY 2026-27 budget.

HSH estimated the average cost of a shelter bed is \$65,000 in FY 2024-25. DPH bed costs range from \$60,000 - \$180,000, depending on the level of clinical intensity.

POLICY CONSIDERATION

The proposed ordinance addresses the geographic concentration of shelters and behavioral health facilities in certain neighborhoods to ensure equitable access to homeless and behavioral health services and to address the impact on the surrounding communities with a high concentration of facilities. As noted above, 60 percent of the City's shelter and transitional housing beds are located in two neighborhoods (Tenderloin and SOMA). The proportion of unsheltered people and homeless shelters in a given neighborhood relative to their respective citywide counts would limit any new shelters and DPH residential and outpatient sites in that neighborhood.

The Board of Supervisors could consider simplifying the legislation to reduce the administrative burden for implementing the ordinance and provide more certainty in the process for site identification. For example, the ordinance could be amended to: (a) prohibit new sites in the Tenderloin and SOMA, rather than a set of neighborhoods that may shift based on the PIT count or approval of new facilities; and (b) to remove the prohibition of establishing new shelters within 300 feet of an existing shelter which also changes based on the approval of new facilities and does not consider the size of the existing facility.

Within the existing framework, the Board of Supervisors may want to consider setting a minimum number of shelter beds and transitional housing beds that can be located within a neighborhood without triggering a prohibition on new covered facilities in the neighborhood (such as 50 or 75). The proposed amendments limit new covered facilities from being established in neighborhoods with low numbers of unsheltered persons, such as the Outer Richmond, which only has 35 transitional housing beds and no shelter beds but would be restricted from establishing any new covered facilities.

The Board of Supervisors could also consider strategies to address neighborhood concerns related to the concentration of covered facilities. According to HSH staff, all shelter contracts include "good neighbor policies" to ensure that providers are responsive to neighborhood concerns about the facility. HSH has also funded ambassador services near some sites and started neighborhood engagement groups that include other City departments, as needed, to address issues that may be beyond any one provider's control. The Board of Supervisors could fund additional community ambassadors, site security, on-site mental health providers, and/or Police Department services to mitigate the neighborhood impact of new and existing sites.

RECOMMENDATION

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

Appendix 1: Covered Facility Waiver Requirements by Neighborhood

Neighborhood	2024 PIT		Existing Beds*	Unsheltered %	Beds %	Waiver Required
	Count	Unsheltered				
Bayview Hunters Point	886		416	20.6%	11.2%	No
Bernal Heights	88		0	2.1%	0.0%	No
Castro/Upper Market	72		0	1.7%	0.0%	No
Chinatown	45		0	1.0%	0.0%	No
Excelsior	4		0	0.1%	0.0%	No
Financial District/ South Beach	177		200	4.1%	5.4%	Yes
Glen Park	9		0	0.2%	0.0%	No
Golden Gate Park	122		0	2.8%	0.0%	No
Haight Ashbury	43		21	1.0%	0.6%	No
Hayes Valley	77		13	1.8%	0.4%	No
Inner Richmond	50		0	1.2%	0.0%	No
Inner Sunset	13		0	0.3%	0.0%	No
Japantown	17		0	0.4%	0.0%	No
Lakeshore	97		0	2.3%	0.0%	No
Lincoln Park	0		0	0.0%	0.0%	No
Lone Mountain/USF	38		111	0.9%	3.0%	Yes
Marina	29		0	0.7%	0.0%	No
McLaren Park	2		0	0.0%	0.0%	No
Mission	641		475	14.9%	12.8%	No
Mission Bay	20		0	0.5%	0.0%	No
Nob Hill	31		75	0.7%	2.0%	Yes
Noe Valley	5		0	0.1%	0.0%	No
North Beach	22		0	0.5%	0.0%	No
Oceanview/Merced/ Ingleside	9		0	0.2%	0.0%	No
Outer Mission	7		0	0.2%	0.0%	No
Outer Richmond	38		35	0.9%	0.9%	Yes
Pacific Heights	20		0	0.5%	0.0%	No
Portola	14		0	0.3%	0.0%	No
Potrero Hill	63		64	1.5%	1.7%	Yes
Presidio	10		0	0.2%	0.0%	No
Presidio Heights	21		0	0.5%	0.0%	No
Russian Hill	10		0	0.2%	0.0%	No
Seacliff	1		0	0.0%	0.0%	No
South of Market	474		961	11.0%	25.9%	Yes
Sunset/Parkside	164		0	3.8%	0.0%	No
Tenderloin	836		1,254	19.4%	33.8%	Yes
Treasure Island	14		0	0.3%	0.0%	No

Neighborhood	2024 PIT	Existing Beds*	Unsheltered %	Beds %	Waiver Required
	Count Unsheltered				
Twin Peaks	2	0	0.0%	0.0%	No
Visitacion Valley	3	0	0.1%	0.0%	No
West of Twin Peaks	41	0	1.0%	0.0%	No
Western Addition	85	89	2.0%	2.4%	Yes
Total	4,302	3,714	100.0%	100.0%	

Source: HSH

*Includes HSH shelter and transitional housing beds only

Item 14 File 25-0487	Departments: Homelessness & Supportive Housing, Department of Public Health
EXECUTIVE SUMMARY	
Legislative Objectives - Based on proposed amendments, the ordinance would add Chapter 124 to the Administrative Code to prohibit City officers from approving: (a) new “covered facilities” (i.e., homeless shelter, transitional housing facility, behavioral health residential care and treatment facility, or behavioral health specialized outpatient clinic) in a neighborhood where the neighborhood’s share of the City’s beds in transitional housing and homeless shelters is greater than the neighborhood’s share of the City’s unsheltered persons; and (b) new homeless shelters within 300 feet of another homeless shelter. The Board of Supervisors can waive the restrictions if it makes a finding that it is in the public interest. Key Points - Establishing new shelters and behavioral health facilities is typically based on the building type, size, availability, and economies of scale. In addition, DPH licensed residential facilities are required to conform to state licensing requirements related to the physical facility. - HSH and the Planning Department would prepare a Shelter Equity Analysis every two years to determine which neighborhoods may have new covered facilities established. Based on the 2024 PIT count of unsheltered persons, new facilities would require a waiver to be located in the Financial District/ South Beach, Lone Mountain/USF, Nob Hill, Outer Richmond, Potrero Hill, South of Market, Tenderloin, and Western Addition. Fiscal Impact - The fiscal impact ultimately depends on individual contract awards made by departments. It could result in higher costs for the planned shelter beds or reduction in the number of beds given funding allocated in the budget. Policy Consideration - The Board of Supervisors could consider: (a) setting a minimum number of shelter and transitional housing beds that can be located within a neighborhood without triggering a prohibition on new facilities (such as 50 or 75); (b) providing exemptions for existing programs that are being expanded and City acquisition of existing privately-owned facilities. - The Board of Supervisors could also consider: (a) simplifying the legislation to prohibit new sites in the Tenderloin and SOMA only to reduce the administrative burden and provide more certainty in the process for site identification; and (b) funding additional community ambassadors, site security, on-site mental health providers, and/or Police Department services to mitigate neighborhood impacts. Recommendation - Approval is a policy matter for the Board of Supervisors.	

MANDATE STATEMENT

City Charter Section 2.105 states that all legislative acts shall be by ordinance, approved by a majority of the members of the Board of Supervisors.

BACKGROUND

The City does not have a geographic equity policy to guide the establishment of new shelters or behavioral health facilities in the City. According to HSH staff, establishing new shelters and transitional housing is typically based on the building type, size, availability, and economies of scale. For example, the downtown area has more hotels and single room occupancy buildings, which has led to more opportunity to site non-congregate shelters in the Tenderloin and South of Market. Areas of the city with larger lots and warehouse spaces, such as the Bayview, have had larger congregate shelters and more navigation centers established. Sixty percent of the City's shelter and transitional housing beds are located in the Tenderloin (33.8 percent) and South of Market (25.9 percent).

According to DPH staff, the establishment of new behavioral health residential care and treatment facilities and outpatient clinics is also typically based on the building type, size, and availability. In addition, licensed residential facilities are required to conform to state licensing requirements related to the physical facility, which further constrains the supply of appropriate sites. For example, this can include requirements for outdoor space, restricted number of client beds allowed, or fire safety ratings of buildings. This can make the establishment of DPH behavioral health programs more complex, as there are often non-standard requirements depending on the program model.

DETAILS OF PROPOSED LEGISLATION

This report covers amendments that will be proposed by the District 5 Supervisor.¹ Based on the proposed amendments, the ordinance would add Chapter 124 to the Administrative Code to prohibit City officers from approving: (a) new "covered facilities" (i.e., homeless shelter, transitional housing facility, behavioral health residential care and treatment facility, or behavioral health specialized outpatient clinic) in a neighborhood where the neighborhood's share of the City's beds in transitional housing and homeless shelters is greater than the neighborhood's share of the City's unsheltered persons; and (b) new homeless shelters within

¹ Version 1 of the proposed ordinance would amend the Administrative Code to: (a) require the City to approve one new "covered facility" (i.e., homeless shelter, transitional housing facility, behavioral health residential care and treatment facility, or behavioral health specialized outpatient clinic) in each supervisorial district by June 30, 2026; and (b) prohibit new covered facilities from being approved within 1,000 feet of another covered facility unless the Board of Supervisors waives the rule by resolution and makes a finding that approving the new facility is in the public interest.

300 feet of another homeless shelter. The Board of Supervisors can waive the restrictions by resolution if it makes a finding that approving the new facility is in the public interest.

Approval is defined as a final commitment to fund a new facility, such as a decision to award a grant for the operation of a facility at a particular site or to purchase property to locate a facility. The prohibition on approval of new shelters within 300 feet of an existing facility does not apply to proposed covered facilities for which the City submitted an application for financing before the effective date of the ordinance. The ordinance would sunset on December 31, 2031.

Shelter Equity Analysis

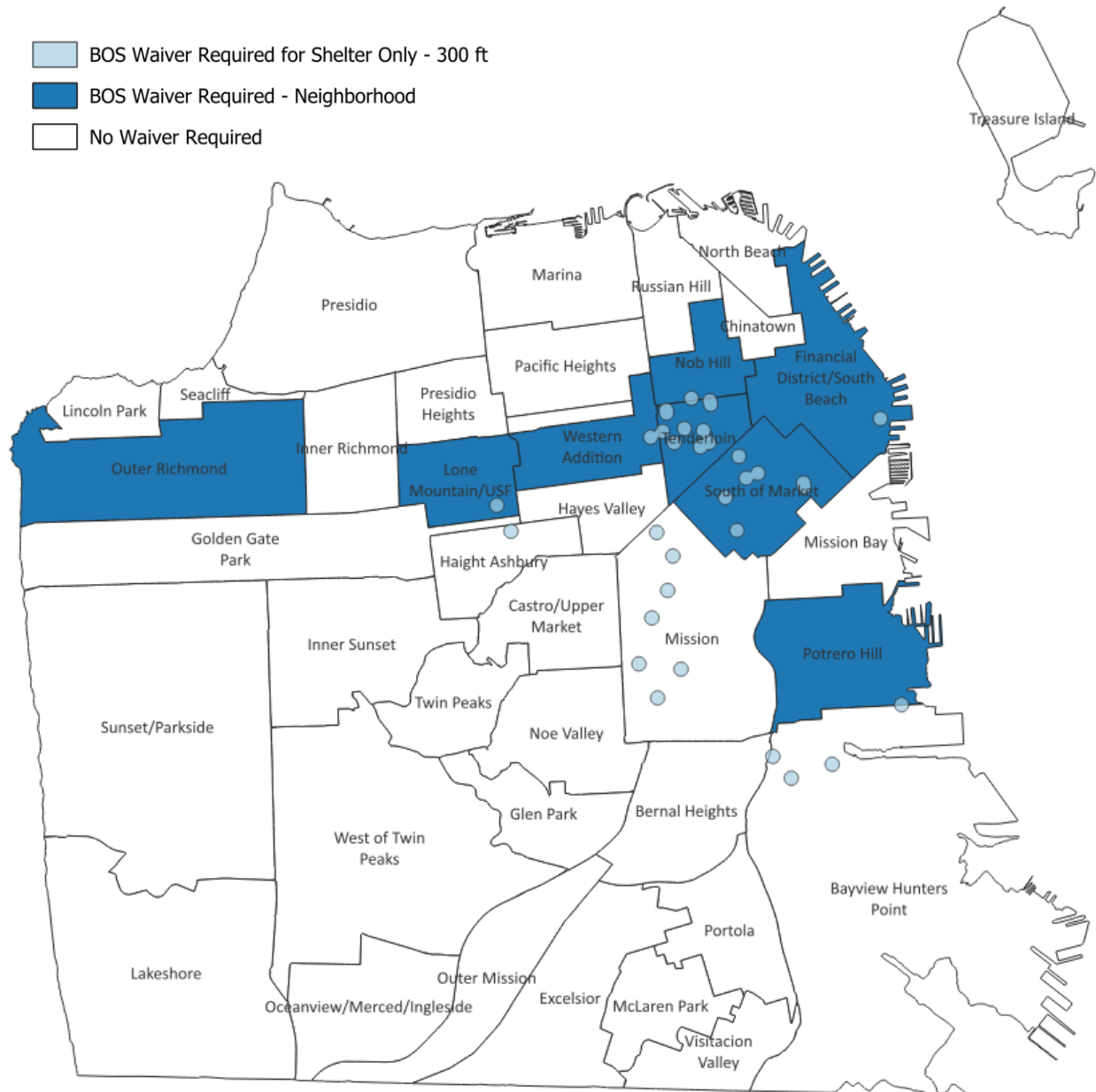
The proposed amended ordinance requires HSH and the Planning Department to prepare a Shelter Equity Analysis based on the most recent Point in Time (PIT) count every two years. The analysis will include the following by neighborhood: (a) the number of unsheltered persons; (b) the share of the City's unsheltered persons; (c) the number of beds in homeless shelters and transitional housing facilities; and (d) the share of shelter and transitional housing beds. The analysis will govern which neighborhoods may have new covered facilities approved without a waiver from the proposed geographic restrictions from the Board of Supervisors.

Restrictions on Approval of New Facilities

Under the proposed amended ordinance, the Board of Supervisors may grant a waiver of the restrictions by resolution if it makes a finding that approving the new facility at the proposed site is in the public interest. In determining if approval of a new facility is in the public interest, the Board of Supervisors would consider: (a) demand for the services that the facility would provide; (b) the cost of opening the new facility compared to the cost of opening the same type of facility at a different location; and (c) commitment by the sponsoring department to address any neighborhood concerns.

Exhibit 1 below shows the City's existing homeless shelters with 300-foot buffer zones and the neighborhoods where new covered facilities are prohibited.² Waivers would be required for: (a) new covered facilities within the restricted neighborhoods; and (b) new shelters within the 300-foot buffer zones. No waivers would be required for covered facilities outside of these areas. Appendix 1 provides a list of all neighborhoods and waiver requirements.

² Note: the analysis excludes the location of some covered facilities determined to be "confidential" by DPH and HSH

Exhibit 1: Waiver Requirements for Covered Facilities

Source: BLA analysis based on data provided by HSH

Note: The above map only includes HSH shelter and transitional sites for the neighborhood-level analysis, per the proposed amended ordinance. The buffer zones only include existing homeless shelters (including navigation centers) and do not include transitional housing or DPH covered facilities.

Neighborhood Restrictions

Based on the 2024 PIT count of unsheltered persons and the location of existing HSH shelters, new covered facilities would require a waiver from the Board of Supervisors to be located in the following eight neighborhoods:

1. Financial District/ South Beach
2. Lone Mountain/USF
3. Nob Hill
4. Outer Richmond
5. Potrero Hill
6. South of Market
7. Tenderloin
8. Western Addition

New covered facilities could be located in the remaining 33 neighborhoods without a waiver. The list of neighborhoods with restrictions on new covered facilities would change following the publication of the biennial PIT count and a review of any new facilities established in the prior two years. The next PIT report is scheduled to be released in Fall 2026. Based on the 2024 PIT counts, if they establish one shelter or transitional housing site with at least 25 beds, the following 22 neighborhoods would require a waiver for any additional covered facilities:

Excelsior	Oceanview/Merced/Ingleside
Glen Park	Outer Mission
Haight Ashbury	Pacific Heights
Inner Sunset	Portola
Japantown	Presidio
Lincoln Park	Presidio Heights
Marina	Russian Hill
McLaren Park	Seacliff
Mission Bay	Treasure Island
Noe Valley	Twin Peaks
North Beach	Visitacion Valley

DPH Planned Projects

The Mayor's proposed FY 2025-27 budget included \$43.9 million in funding over two years for 415 new residential treatment beds and outpatient facilities, including funding for some sites for which the location is not yet known. Depending on the identified locations, future projects that are funded in the Mayor's proposed budget could require a waiver from the Board of Supervisors. According to DPH staff, the following behavioral health projects at known sites may require a waiver by June 2027:

1. **1660 Mission Street (SOMA):** relocating and consolidating existing outpatient DPH programs currently located at 1380 Howard Street
2. **Treasure Island Behavioral Health Building:** replacing and expanding capacity of residential treatment programs as part of the Island's redevelopment
3. **Zuckerberg San Francisco General Hospital projects (Mission):**
 - Psychiatric Emergency Services Expansion
 - Youth Behavioral Health Facility (outpatient and residential treatment)

- Behavioral Health Center – Mental Health Rehabilitation Center Expansion (residential treatment)

According to DPH staff, the first project would require a waiver from the Board of Supervisors because it is located in SOMA.

HSH Projects Planned

The Mayor's proposed FY 2025-27 budget included \$66.9 million in funding for sustaining existing shelter beds and creating new shelter and transitional housing beds (a portion of which are co-funded by DPH). According to HSH staff, the new beds may be located in existing or new facilities, but the sites have not yet been identified.

Reporting

The proposed ordinance requires the Director of Real Estate to track the number of covered facilities that are approved after May 6, 2025 and to report to the Board of Supervisors every six months. The report would include the following for all covered facilities that were approved by the City in the prior six month period: the address of the facility, the neighborhood in which the facility was located and the percentage of citywide beds in the neighborhood on the date of approval, the type of facility, the date of approval, and if a waiver was required by the Board of Supervisors. The report would also detail the neighborhoods in which the establishment of a facility was considered but not approved. DPH and HSH would present on progress, barriers to implementation, and solutions.

FISCAL IMPACT

The primary impact of the proposed ordinance is to establish geographic restrictions for opening new shelter and behavioral health treatment sites, rather than specifying the quantity or service composition of those beds. For this reason, we cannot precisely estimate the fiscal impact, as it ultimately depends on individual contract awards made by Departments. It could result in higher costs for the planned shelter beds or a reduction in the number of beds.

The proposed amended ordinance would add complexity to the process of identifying new sites for covered facilities and approving those sites, which may increase the timeline and costs for approving new sites. If suitable sites or buildings are not available outside of the prohibited areas, DPH and HSH may need to establish new facilities at less suitable sites. Portions of the Bayview, which has larger, industrial, lots, would not be prohibited from establishing shelter and treatment beds. However, because prohibited areas are primarily on the east side of the City, which has larger buildings, HSH and DPH may have to open more sites on the west side of the City, which has fewer large buildings. For this reason, HSH and DPH may need to reduce the size of the sites, leading to greater costs per unit or fewer beds given funding allocated in the FY 2025-26 – FY 2026-27 budget.

HSH estimated the average cost of a shelter bed is \$65,000 in FY 2024-25. DPH bed costs range from \$60,000 - \$180,000, depending on the level of clinical intensity.

POLICY CONSIDERATION

The proposed ordinance addresses the geographic concentration of shelters and behavioral health facilities in certain neighborhoods to ensure equitable access to homeless and behavioral health services and to address the impact on the surrounding communities with a high concentration of facilities. As noted above, 60 percent of the City's shelter and transitional housing beds are located in two neighborhoods (Tenderloin and SOMA). The proportion of unsheltered people and homeless shelters in a given neighborhood relative to their respective citywide counts would limit any new shelters and DPH residential and outpatient sites in that neighborhood.

The Board of Supervisors could consider simplifying the legislation to reduce the administrative burden for implementing the ordinance and provide more certainty in the process for site identification. For example, the ordinance could be amended to: (a) prohibit new sites in the Tenderloin and SOMA, rather than a set of neighborhoods that may shift based on the PIT count or approval of new facilities; and (b) to remove the prohibition of establishing new shelters within 300 feet of an existing shelter which also changes based on the approval of new facilities and does not consider the size of the existing facility.

Within the existing framework, the Board of Supervisors may want to consider setting a minimum number of shelter beds and transitional housing beds that can be located within a neighborhood without triggering a prohibition on new covered facilities in the neighborhood (such as 50 or 75). The proposed amendments limit new covered facilities from being established in neighborhoods with low numbers of unsheltered persons, such as the Outer Richmond, which only has 65 transitional housing beds and no shelter beds but would be restricted from establishing any new covered facilities. The Board may also wish to consider exempting from the proposed geographic restrictions for existing programs that are being expanded to accommodate more patients and City acquisition of existing privately-owned facilities.

The Board of Supervisors could also consider strategies to address neighborhood concerns related to the concentration of covered facilities. According to HSH staff, all shelter contracts include "good neighbor policies" to ensure that providers are responsive to neighborhood concerns about the facility. HSH has also funded ambassador services near some sites and started neighborhood engagement groups that include other City departments, as needed, to address issues that may be beyond any one provider's control. The Board of Supervisors could fund additional community ambassadors, site security, on-site mental health providers, and/or Police Department services to mitigate the neighborhood impact of new and existing sites.

RECOMMENDATION

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

Appendix 1: Covered Facility Waiver Requirements by Neighborhood

Neighborhood	2024 PIT		Existing Beds*	Unsheltered %	Beds %	Waiver Required
	Count	Unsheltered				
Bayview Hunters Point	886		416	20.6%	11.2%	No
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Hayes Valley	77		13	1.8%	0.4%	No
Inner Richmond	50		0	1.2%	0.0%	No
Inner Sunset	13		0	0.3%	0.0%	No
Japantown	17		0	0.4%	0.0%	No
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Mission	641		475	14.9%	12.8%	No
Mission Bay	20		0	0.5%	0.0%	No
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North Beach	22		0	0.5%	0.0%	No
Oceanview/Merced/ Ingleside	9		0	0.2%	0.0%	No
Outer Mission	7		0	0.2%	0.0%	No
Outer Richmond	38		35	0.9%	0.9%	Yes
Pacific Heights	20		0	0.5%	0.0%	No
Portola	14		0	0.3%	0.0%	No
Potrero Hill	63		64	1.5%	1.7%	Yes
Presidio	10		0	0.2%	0.0%	No
Presidio Heights	21		0	0.5%	0.0%	No
Russian Hill	10		0	0.2%	0.0%	No
Seacliff	1		0	0.0%	0.0%	No
South of Market	474		961	11.0%	25.9%	Yes
Sunset/Parkside	164		0	3.8%	0.0%	No
Tenderloin	836		1,254	19.4%	33.8%	Yes
Treasure Island	14		0	0.3%	0.0%	No

Neighborhood	2024 PIT Count	Existing Beds*	Unsheltered %	Beds %	Waiver Required
	Unsheltered				
Twin Peaks	2	0	0.0%	0.0%	No
Visitacion Valley	3	0	0.1%	0.0%	No
West of Twin Peaks	41	0	1.0%	0.0%	No
Western Addition	85	89	2.0%	2.4%	Yes
Total	4,302	3,714	100.0%	100.0%	

Source: HSH

*Includes HSH shelter and transitional housing beds only

BOARD of SUPERVISORS



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Fax No. (415) 554-5163
TDD/TTY No. (415) 554-5227

MEMORANDUM

TO: Shireen McSpadden, Executive Director, Department of Homelessness and Supportive Housing
Andrico Penick, Director, Real Estate Division

FROM: Victor Young, Assistant Clerk *Victor Young*

DATE: May 12, 2025

SUBJECT: LEGISLATION INTRODUCED

The Board of Supervisors' Rules Committee received the following proposed Ordinance:

File No. 250487

Ordinance amending the Administrative Code to require the City to approve one new homeless shelter, transitional housing facility, behavioral health residential care and treatment facility, or behavioral health specialized outpatient clinic (collectively, "Covered Facilities") in each Supervisorial District by June 30, 2026, and prohibiting the City from approving a Covered Facility that would be located within 1,000 feet of another Covered Facility unless the Board of Supervisors waives the 1,000 foot rule by Resolution based on a finding that approving the Covered Facility at the proposed location is in the public interest.

If you have comments or reports to be included with the file, please forward them to Victor Young 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. Dylan Schneider, Department of Homelessness and Supportive Housing
Emily Cohen, Department of Homelessness and Supportive Housing
Bridget Badasow, Department of Homelessness and Supportive Housing

President, District 8
BOARD of SUPERVISORS



City Hall
1 Dr. Carlton B. Goodlett Place, Room 244
San Francisco, CA 94102-4689
Tel. No. 554-6968
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RAFAEL MANDELMAN

PRESIDENTIAL ACTION

Date:

To: Angela Calvillo, Clerk of the Board of Supervisors

Madam Clerk,
Pursuant to Board Rules, I am hereby:

Waiving 30-Day Rule (Board Rule No. 3.23)

File No.

(Primary Sponsor)

Title.

Transferring (Board Rule No 3.3)

File No.

(Primary Sponsor)

Title.

From:

Committee

To:

Committee

Assigning Temporary Committee Appointment (Board Rule No. 3.1)

Supervisor:

Replacing Supervisor:

For:

(Date)

(Committee)

Meeting

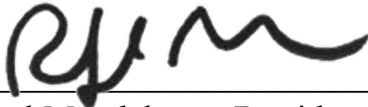
Start Time:

End Time:

Temporary Assignment:

Partial

Full Meeting



Rafael Mandelman, President
Board of Supervisors

Introduction Form

(by a Member of the Board of Supervisors or the Mayor)

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

- ☐ 1. For reference to Committee (Ordinance, Resolution, Motion or Charter Amendment)
- ☐ 2. Request for next printed agenda (For Adoption Without Committee Reference)
(Routine, non-controversial and/or commendatory matters only)
- ☐ 3. Request for Hearing on a subject matter at Committee
- ☐ 4. Request for Letter beginning with "Supervisor inquires..."
- ☐ 5. City Attorney Request
- ☐ 6. Call File No. from Committee.
- ☐ 7. Budget and Legislative Analyst Request (attached written Motion)
- ☐ 8. Substitute Legislation File No.
- ☐ 9. Reactivate File No.
- ☐ 10. Topic submitted for Mayoral Appearance before the Board on

The proposed legislation should be forwarded to the following (please check all appropriate boxes):

- ☐ Small Business Commission ☐ Youth Commission ☐ Ethics Commission
- ☐ Planning Commission ☐ Building Inspection Commission ☐ Human Resources Department

General Plan Referral sent to the Planning Department (proposed legislation subject to Charter 4.105 & Admin 2A.53):

- ☐ Yes ☐ No

(Note: For Imperative Agenda items (a Resolution not on the printed agenda), use the Imperative Agenda Form.)

Sponsor(s):

Subject:

Long Title or text listed:

Signature of Sponsoring Supervisor: