#### **BOARD of SUPERVISORS**



City Hall
1 Dr. Carlton B. Goodlett Place, Room 244
San Francisco 94102-4689
Tel. No. (415) 554-5184
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

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: <a href="mailto:victor.young@sfgov.org">victor.young@sfgov.org</a>.

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



# City and County of San Francisco **Master Report**

City Hall 1 Dr. Carlton B. Goodlett Place San Francisco, CA 94102-4689

File Number: 250487 File Type: Ordinance Status: 30 Day Rule

**Enacted:** Effective:

Version: 1 In Control: Rules Committee

Date Introduced: 05/06/2025 File Name: Administrative Code - Equitable Citywide Access to

Shelters, Transitional Housing, and Behavioral

**Health Services** 

Requester: Cost: **Final Action:** 

**Comment:** Title: 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.

Sponsors: Mahmood;

Walton, Dorsey, Sauter, Fielder and Melgar

# History of Legislative File 250487

Ver	Acting Body	Date Ac	tion	Sent To	Due Date	Result
1	President	05/06/2025 AS	SSIGNED UNDER 30	Rules Committe	e 06/05/2025	
		D	AY RULE			

[Administrative Code - Equitable Citywide Access to Shelters, Transitional Housing, and 1 Behavioral Health Services] 2 3 Ordinance amending the Administrative Code to require the City to approve one new 4 homeless shelter, transitional housing facility, behavioral health residential care and treatment facility, or behavioral health specialized outpatient clinic (collectively, 5 6 "Covered Facilities") in each Supervisorial District by June 30, 2026, and prohibiting 7 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 8 9 Resolution based on a finding that approving the Covered Facility at the proposed 10 location is in the public interest. 11 NOTE: **Unchanged Code text and uncodified text** are in plain Arial font. **Additions to Codes** are in *single-underline italics Times New Roman font*. 12 **Deletions to Codes** are in *strikethrough italics Times New Roman font*. Board amendment additions are in double-underlined Arial font. 13 Board amendment deletions are in strikethrough Arial font. Asterisks (\* \* \* \*) indicate the omission of unchanged Code 14 subsections or parts of tables. 15 Be it ordained by the People of the City and County of San Francisco: 16

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Section 1. Findings and Purpose.

- (a) The purpose of this ordinance is to ensure that all San Franciscans—regardless of which neighborhood they live in—have equitable and proximate access to homeless shelters, transitional housing, behavioral health residential care and treatment facilities, and behavioral health clinics. These critical services are essential to addressing the overlapping public health crises of homelessness, substance use disorder, and untreated mental illness.
- (b) Since 2016, the City and County of San Francisco has significantly expanded its homelessness and behavioral health infrastructure. However, these expansions have not

occurred equitably across supervisorial districts, with a small number of neighborhoods shouldering the vast majority of shelter beds, transitional housing units, behavioral health programs, and supportive housing.

- (c) This pattern of overconcentration is particularly evident in neighborhoods like the Tenderloin, SoMa, the Mission, Lower Nob Hill, and the Bayview. District 6 alone—which is home to one-third of all shelter beds citywide—providers shelter to more than 1,200 individuals on a given night. And District 5 has a disproportionately high number of transitional housing sites and behavioral health treatment facilities. The communities in these neighborhoods have consistently stepped forward to meet citywide needs, often without the resources or infrastructure to fully support them. However, the cumulative impact of siting a disproportionate number of new facilities in the same communities has led to deep saturation, strained local systems, and growing community fatigue.
- (d) At the same time, the absence of shelter or behavioral health infrastructure in other parts of the City presents real challenges for residents across the City—particularly for unhoused individuals or families who may be forced to travel long distances to access care. This geographic imbalance exacerbates isolation, delays recovery, and undermines the City's goals for an integrated, accessible system of care.
- (e) The overconcentration of services in select neighborhoods has also made it more difficult to site new facilities where they are most needed. Without clear expectations for geographic equity, local resistance increases, long-standing gaps persist, and the broader system becomes harder to expand and sustain.
- (f) This ordinance provides a path forward. It establishes a citywide mandate that, by June 30, 2026, the City must approve at least one new Covered Facility—defined to include homeless shelters, transitional housing facilities, behavioral health residential care and treatment facilities, and behavioral health specialized outpatient clinics—in each

- supervisorial district. The ordinance also institutes a 1,000-foot spacing buffer between new and existing facilities to guard against future overconcentration, with flexibility for the Board of Supervisors to waive that requirement when necessary to advance the public interest.
- (g) The ordinance promotes equity not only in access to care, but also in how all neighborhoods participate in solving citywide challenges. It affirms that responsibility must be shared, and that communities historically impacted by over-siting should not continue to carry the bulk of that responsibility alone.
- (h) Street-based outreach teams and clinicians have reported that many unhoused individuals decline shelter placements not because they do not want services, but because the facilities they are offered are located in highly saturated neighborhoods like the Tenderloin or SoMa. These environments are often associated with safety concerns, retraumatization, and challenges related to open-air drug use. Individuals frequently express that they cannot get clean, stabilize, or progress while placed in these areas. As a result, even when shelter beds are available, they may remain underutilized. A more equitable, citywide distribution of services increases the likelihood that individuals will accept placements, engage with care, and successfully move through the system.
- (i) This ordinance operationalizes key goals established in existing City plans and policies. It builds upon Mental Health SF, which calls for universal access to behavioral health care, and the City's Homelessness Recovery Plan, which committed to thousands of new placements across the housing continuum. It also complements the 2023 Housing Element's equity framework by ensuring that not just housing—but the supportive services that make housing possible—are distributed fairly across all neighborhoods. By setting clear geographic expectations, this ordinance translates long-standing City commitments into measurable, citywide outcomes.

- (j) To avoid repeating the conditions that have led to saturation in some neighborhoods, this ordinance establishes a 1,000-foot spacing requirement between new and existing Covered Facilities. This provision ensures that no additional community experiences the clustering of services in ways that have strained local infrastructure, exacerbated stigma, and undermined public confidence. It supports thoughtful distribution while protecting neighborhood stability as the system expands.
- (k) To promote accountability and ensure continued progress, this ordinance also requires the City to report back to the Board of Supervisors every six months. These hearings will provide a venue to assess district-by-district progress toward meeting the ordinance's goals, reflect on any structural or operational barriers, and adjust course as necessary. Presentations from the Department of Homelessness and Supportive Housing, the Department of Public Health, and the Real Estate Division will provide transparency and invite collaborative solutions to ensure measurable and sustained outcomes.
- (I) In enacting this ordinance, the City affirms that access to shelter and behavioral health care is not only a moral imperative, but a matter of public infrastructure, neighborhood stability, and systemic integrity. Equitable distribution of services will improve outcomes for individuals, reduce pressure on overburdened communities, and ensure the City's investments are met with engagement, not resistance. By embedding fairness, accountability, and responsiveness into the siting process, this ordinance lays the groundwork for a more effective, humane, and unified system of care—one that reflects the shared values of San Francisco and the dignity of every person it 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, to read as follows:

1	CHAPTER 124: EQUITABLE DISTRIBUTION OF SHELTER,
2	TRANSITIONAL HOUSING, AND BEHAVIORAL HEALTH FACILITIES
3	SEC. 124.1. DEFINITIONS.
4	For purposes of this Chapter 124, the following terms shall have the following meanings:
5	"Approve" or "approval" means an action by a City officer, department, or commission in
6	which a final commitment is made by such sponsoring officer, department, or commission to fund the
7	opening or operation of a new Covered Facility. Such Approval may include, but is not limited to, a
8	decision to award a grant for the operation of a Covered Facility at a specific site, or to purchase or
9	acquire an interest in particular real estate to locate a Covered Facility. Approval shall not include a
10	decision to undertake a preliminary study of one or more potential sites for a Covered Facility.
11	Approval shall refer only to the actions of the sponsoring officer, department, board or commission.
12	"Behavioral Health Residential Care and Treatment Facility" means a residential facility in
13	which individuals receive treatment, medication, and/or counseling for a substance use disorder and/or
14	mental health disorder. Behavioral Health Residential Care and Treatment Facilities include, but are
15	not limited to, board and care facilities, mental rehabilitation centers, withdrawal management
16	facilities, and residential treatment facilities.
17	"Behavioral Health Specialized Outpatient Clinic" means a non-residential facility in which
18	individuals receive treatment, medication, and/or counseling for a substance use disorder and/or
19	mental health disorder.
20	"City" means the City and County of San Francisco.
21	"City Project" has the meaning set forth in Administrative Code Section 79.2, as may be
22	amended from time to time.
23	"Covered Facility" means a City Project that is a Behavioral Health Specialized Outpatient
24	Clinic, Behavioral Residential Care and Treatment Facility, Transitional Housing Facility, or
25	<u>Homeless Shelter.</u>

1	"DPH" means the Department of Public Health.
2	"Effective Date" means the effective date of the ordinance in Board File No,
3	establishing this Chapter 124.
4	"Homeless Shelter" shall have the meaning set forth in Planning Code Section 102, as amended
5	from time to time.
6	"HSH" means the Department of Homelessness and Supportive Housing.
7	"Transitional Housing Facility" means a facility that provides housing and supportive services
8	to people experiencing homelessness or low-income households at risk of becoming homeless and that
9	has as its purpose facilitating the movement of homeless individuals or at-risk low-income households
10	to independent living within a reasonable amount of time.
11	
12	SEC. 124.2. EQUITABLE DISTRIBUTION.
13	(a) By no later than June 30, 2026, the City, acting through HSH, an HSH officer, the
14	Homelessness Oversight Commission, DPH, a DPH officer, or the Health Commission (collectively,
15	"Approving Authorities") shall Approve at least one new Covered Facility in each supervisorial
16	<u>district.</u>
17	(b) If an Approving Authority Approves any Covered Facility between the introduction of
18	the ordinance in Board File No and the Effective Date, such Covered Facility shall count
19	toward the requirement imposed by subsection (a).
20	(c) No City officer, department, or commission shall Approve a new Covered Facility that
21	would be located within 1,000 feet of another Covered Facility that is open, operating, or Approved at
22	the time of Approval. The Board of Supervisors may waive the prohibition on Approving a new
23	Covered Facility within 1,000 feet of another Covered Facility by resolution if it finds that Approval of
24	the Covered Facility at the proposed location is in the public interest. In determining whether

1	Approval of a proposed Covered Facility is in the public interest, the Board of Supervisors shall
2	<u>consider:</u>
3	(1) The demand among City residents for the services that the Covered Facility
4	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 any
8	potential impacts of the proposed Covered Facility on the surrounding neighborhood.
9	
10	SEC. 124.3. EXCEPTION FOR COVERED FACILITIES SUBJECT TO AN
11	APPLICATION FOR FINANCING.
12	The prohibition on the Approval of Covered Facilities within 1,000 feet of another Covered
13	Facility set forth in subsection (c) of Section 124.2 shall not apply to Covered Facilities for which the
14	City submitted an application for financing prior to the Effective Date.
15	
16	SEC. 124.4. REPORTING.
17	The Director of Real Estate shall track the number of Covered Facilities that are Approved
18	after the introduction of the ordinance in Board File No Within six months of the Effective
19	Date, and every six months thereafter, until such time as the City has met the requirement in Section
20	124.2(a) to Approve one new Covered Facility in each supervisorial district, the Director of Real
21	Estate, in consultation with DPH and HSH, shall submit to the Board of Supervisors a report
22	describing all Covered Facilities that have been Approved by the City in the prior six month period,
23	along with a proposed resolution to accept the report. For each Approved Covered Facility, the report
24	shall indicate: 1) the address of the facility; 2) the type of facility; 3) the date of Approval; and 4)
25	whether the facility required a waiver by the Board of Supervisors under Section 124.2(c). In the

1	committee of the Board of Supervisors where the report is heard, HSH and DPH shall present on		
2	progress made, any barriers to implementation, and recommended solutions.		
3			
4	Section 3. Undertaking for the General Welfare. In enacting and implementing this		
5	ordinance, the City is assuming an undertaking only to promote the general welfare. It is not		
6	assuming, nor is it imposing on its officers and employees, an obligation for breach of which it		
7	is liable in money damages to any person who claims that such breach proximately caused		
8	injury.		
9			
10	Section 4. Effective Date. This ordinance shall become effective 30 days after		
11	enactment. Enactment occurs when the Mayor signs the ordinance, the Mayor returns the		
12	ordinance unsigned or does not sign the ordinance within ten days of receiving it, or the Board		
13	of Supervisors overrides the Mayor's veto of the ordinance.		
14			
15	APPROVED AS TO FORM:		
16	DAVID CHIU, City Attorney		
17	By: /s/		
18	ANNE PEARSON Deputy City Attorney		
19	n:\legana\as2025\2500257\01839213.docx		
20			
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# **LEGISLATIVE DIGEST**

[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 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.

# **Existing Law**

Currently, there is no law that requires the City to open or operate homeless shelters, transitional housing, or behavioral health clinics in each supervisorial district within the City.

# Amendments to Current Law

This ordinance would require that the City to approve the opening of at least one new Covered Facility in each Supervisorial district before June 30, 2026. For purposes of this ordinance, a Covered Facility is a project that is undertaken by the City that is a Homeless Shelter, Transitional Housing Facility, Behavioral Health Specialized Outpatient Clinic, or Behavioral Residential Care and Treatment Facility.

The ordinance would also prohibit the City from approving the opening of new Covered Facilities within 1,000 feet of existing Covered Facilities. But this prohibition could be waived by the Board of Supervisors upon a finding that approving the Covered Facility at the proposed site would be in the public interest.

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.

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BOARD OF SUPERVISORS Page 1

# **Introduction Form**

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

I haral	by cubr	nit 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 p	roposed	legislation should be forwarded to the following (please check all appropriate boxes):
1	-	nall Business Commission
	□ Pla	anning Commission   Building Inspection Commission   Human Resources Department
Gener	al Plan	Referral sent to the Planning Department (proposed legislation subject to Charter 4.105 & Admin 2A.53):
	□ Ye	es $\square$ No
(Note:	For Im	perative Agenda items (a Resolution not on the printed agenda), use the Imperative Agenda Form.)
Spons	or(s):	
Subje	ct:	
Long	Title or	text listed:
		Signature of Sponsoring Supervisor:

From: Logan, Samantha (BOS)

To: BOS Legislation, (BOS); Somera, Alisa (BOS)

Cc: PEARSON, ANNE (CAT); Lopez-Weaver, Lindsey (BOS); Donovan, Dominica (BOS); Nagano, Tomio (BOS);

Ferrigno, Jennifer (BOS); Hare, Emma (BOS); Mahmood, Bilal (BOS); Gutierrez Garcia, Jessica (BOS)

Subject: D5 Supervisor Mahmood - Ordinance - Equitable Citywide Access to Shelters, Transitional Housing, and

Behavioral Health Services

**Date:** Tuesday, May 6, 2025 2:33:59 PM

**Attachments:** <u>D5 - Ordinance - Introduction Form - Geographic Equity.pdf</u>

01839213 (002).docx 01839591.DOCX

### Good afternoon,

Please find attached the introduction form, legislative digest, and ordinance from our office regarding Equitable Citywide Access to Shelters, Transitional Housing, and Behavioral Health Services.

I have copied legislative aides from Supervisors Walton, Dorsey, Sauter, Fielder, and Melgar's offices to confirm co-sponsorship.

Chief Attorney for Health and Human Services, Anne Pearson, is also copied above to confirm this legislation is approved as to form.

Please let me know if you have any questions. Thank you!

Best,

Sam Logan | (she/her) | Legislative Aide
Office of Supervisor Bilal Mahmood
San Francisco Board of Supervisors, District 5
City Hall, Room 272
(415) 554-6758
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From: Pearson, Anne (CAT)

Logan, Samantha (BOS); BOS Legislation, (BOS); Somera, Alisa (BOS) To:

Lopez-Weaver, Lindsey (BOS); Donovan, Dominica (BOS); Nagano, Tomio (BOS); Ferrigno, Jennifer (BOS); Hare, Cc:

Emma (BOS); Mahmood, Bilal (BOS); Gutierrez Garcia, Jessica (BOS)

Subject: RE: D5 Supervisor Mahmood - Ordinance - Equitable Citywide Access to Shelters, Transitional Housing, and

Behavioral Health Services

Date: Tuesday, May 6, 2025 2:50:49 PM

Confirming that my electronic signature reflects my approval as to form.

# Anne Pearson (she/her)

Chief Attorney, Health and Human Services Office of City Attorney David Chiu (415) 554-4277 (direct) www.sfcityattorney.org

The information in this email is confidential and may be protected by the attorney/client privilege and/or the attorney work product doctrine. If you are not the intended recipient of this email or received this email inadvertently, please notify the sender and delete it.

From: Logan, Samantha (BOS) <sam.logan@sfgov.org>

**Sent:** Tuesday, May 6, 2025 2:34 PM

<alisa.somera@sfgov.org>

**Cc:** Pearson, Anne (CAT) <Anne.Pearson@sfcityatty.org>; Lopez-Weaver, Lindsey (BOS) <Lindsey.Lopez@sfgov.org>; Donovan, Dominica (BOS) <dominica.donovan@sfgov.org>; Nagano,

Tomio (BOS) <tomio.nagano@sfgov.org>; Ferrigno, Jennifer (BOS) <jennifer.ferrigno@sfgov.org>; Gutierrez Garcia, Jessica (BOS) < Jessica.Gutierrez Garcia@sfgov.org>

Subject: D5 Supervisor Mahmood - Ordinance - Equitable Citywide Access to Shelters, Transitional Housing, and Behavioral Health Services

#### Good afternoon,

Please find attached the introduction form, legislative digest, and ordinance from our office regarding Equitable Citywide Access to Shelters, Transitional Housing, and Behavioral Health Services.

I have copied legislative aides from Supervisors Walton, Dorsey, Sauter, Fielder, and Melgar's offices to confirm co-sponsorship.

Chief Attorney for Health and Human Services, Anne Pearson, is also copied above to confirm this legislation is approved as to form.

Please let me know if you have any questions. Thank you!

Best,

Sam Logan | (she/her) | Legislative Aide
Office of Supervisor Bilal Mahmood
San Francisco Board of Supervisors, District 5
City Hall, Room 272
(415) 554-6758
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From: <u>Donovan, Dominica (BOS)</u>

To: Hare, Emma (BOS); Logan, Samantha (BOS); BOS Legislation, (BOS); Somera, Alisa (BOS)

Cc: PEARSON, ANNE (CAT); Lopez-Weaver, Lindsey (BOS); Nagano, Tomio (BOS); Ferrigno, Jennifer (BOS);

Mahmood, Bilal (BOS); Gutierrez Garcia, Jessica (BOS)

Subject: RE: D5 Supervisor Mahmood - Ordinance - Equitable Citywide Access to Shelters, Transitional Housing, and

Behavioral Health Services

**Date:** Tuesday, May 6, 2025 2:41:03 PM

Confirming for Supervisor Dorsey.

# **Dominica Donovan** | Chief of Staff

Office of Supervisor Matt Dorsey, District 6 dominica.donovan@sfgov.org | (415) 554-7970

**From:** Hare, Emma (BOS) <emma.hare@sfgov.org>

**Sent:** Tuesday, May 6, 2025 2:37 PM

**To:** Logan, Samantha (BOS) <sam.logan@sfgov.org>; BOS Legislation, (BOS) <br/> <bos.legislation@sfgov.org>; Somera, Alisa (BOS) <alisa.somera@sfgov.org>

Cc: PEARSON, ANNE (CAT) <Anne.Pearson@sfcityatty.org>; Lopez-Weaver, Lindsey (BOS)

<Lindsey.Lopez@sfgov.org>; Donovan, Dominica (BOS) <dominica.donovan@sfgov.org>; Nagano,
Tomio (BOS) <tomio.nagano@sfgov.org>; Ferrigno, Jennifer (BOS) <jennifer.ferrigno@sfgov.org>;

Mahmood, Bilal (BOS) <br/>
<br/>
bilal.mahmood@sfgov.org>; Gutierrez Garcia, Jessica (BOS)

<Jessica.GutierrezGarcia@sfgov.org>

**Subject:** Re: D5 Supervisor Mahmood - Ordinance - Equitable Citywide Access to Shelters,

Transitional Housing, and Behavioral Health Services

Confirming cosponsorship of Melgar.

#### **Emma Hare**

Legislative Aide

Office of Supervisor Myrna Melgar

From: Logan, Samantha (BOS) < sam.logan@sfgov.org>

**Sent:** Tuesday, May 6, 2025 2:33 PM

**To:** BOS Legislation, (BOS) < bos.legislation@sfgov.org>; Somera, Alisa (BOS)

<alisa.somera@sfgov.org>

Cc: PEARSON, ANNE (CAT) <<u>Anne.Pearson@sfcityattv.org</u>>; Lopez-Weaver, Lindsey (BOS)

<<u>Lindsey.Lopez@sfgov.org</u>>; Donovan, Dominica (BOS) <<u>dominica.donovan@sfgov.org</u>>; Nagano, Tomio (BOS) <<u>tomio.nagano@sfgov.org</u>>; Ferrigno, Jennifer (BOS) <<u>jennifer.ferrigno@sfgov.org</u>>; Hare, Emma (BOS) <<u>emma.hare@sfgov.org</u>>; Mahmood, Bilal (BOS) <<u>bilal.mahmood@sfgov.org</u>>; Gutierrez Garcia, Jessica (BOS) <<u>Jessica.GutierrezGarcia@sfgov.org</u>>

**Subject:** D5 Supervisor Mahmood - Ordinance - Equitable Citywide Access to Shelters, Transitional

Housing, and Behavioral Health Services

Good afternoon,

Please find attached the introduction form, legislative digest, and ordinance from our office regarding Equitable Citywide Access to Shelters, Transitional Housing, and Behavioral Health Services.

I have copied legislative aides from Supervisors Walton, Dorsey, Sauter, Fielder, and Melgar's offices to confirm co-sponsorship.

Chief Attorney for Health and Human Services, Anne Pearson, is also copied above to confirm this legislation is approved as to form.

Please let me know if you have any questions. Thank you!

Best,

Sam Logan | (she/her) | Legislative Aide
Office of Supervisor Bilal Mahmood
San Francisco Board of Supervisors, District 5
City Hall, Room 272
(415) 554-6758
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From: Ferrigno, Jennifer (BOS)

To: Logan, Samantha (BOS); BOS Legislation, (BOS); Somera, Alisa (BOS)

Cc: PEARSON, ANNE (CAT); Lopez-Weaver, Lindsey (BOS); Donovan, Dominica (BOS); Nagano, Tomio (BOS); Hare,

Emma (BOS); Mahmood, Bilal (BOS); Gutierrez Garcia, Jessica (BOS)

Subject: Re: D5 Supervisor Mahmood - Ordinance - Equitable Citywide Access to Shelters, Transitional Housing, and

Behavioral Health Services

**Date:** Tuesday, May 6, 2025 3:16:05 PM

Confirming co-sponsorship for Supervisor Fielder.

Take care,

Jen

.....

Jennifer Ferrigno, Legislative Aide San Francisco District 9 | Supervisor Jackie Fielder jennifer.ferrigno@sfgov.org | c. 415.307.0232 (she/her/ella)

From: Logan, Samantha (BOS) <sam.logan@sfgov.org>

**Sent:** Tuesday, May 6, 2025 2:33 PM

**To:** BOS Legislation, (BOS) <bos.legislation@sfgov.org>; Somera, Alisa (BOS)

<alisa.somera@sfgov.org>

**Cc:** PEARSON, ANNE (CAT) <Anne.Pearson@sfcityatty.org>; Lopez-Weaver, Lindsey (BOS) <Lindsey.Lopez@sfgov.org>; Donovan, Dominica (BOS) <dominica.donovan@sfgov.org>; Nagano, Tomio (BOS) <tomio.nagano@sfgov.org>; Ferrigno, Jennifer (BOS) <jennifer.ferrigno@sfgov.org>; Hare, Emma (BOS) <emma.hare@sfgov.org>; Mahmood, Bilal (BOS) <bildl.mahmood@sfgov.org>; Gutierrez Garcia, Jessica (BOS) <Jessica.GutierrezGarcia@sfgov.org>

**Subject:** D5 Supervisor Mahmood - Ordinance - Equitable Citywide Access to Shelters, Transitional Housing, and Behavioral Health Services

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Please let me know if you have any questions. Thank you!

Best,

Sam Logan | (she/her) | Legislative Aide
Office of Supervisor Bilal Mahmood
San Francisco Board of Supervisors, District 5
City Hall, Room 272
(415) 554-6758
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From: <u>Hare, Emma (BOS)</u>

To: Logan, Samantha (BOS); BOS Legislation, (BOS); Somera, Alisa (BOS)

Cc: PEARSON, ANNE (CAT); Lopez-Weaver, Lindsey (BOS); Donovan, Dominica (BOS); Nagano, Tomio (BOS);

Ferrigno, Jennifer (BOS); Mahmood, Bilal (BOS); Gutierrez Garcia, Jessica (BOS)

Subject: Re: D5 Supervisor Mahmood - Ordinance - Equitable Citywide Access to Shelters, Transitional Housing, and

Behavioral Health Services

**Date:** Tuesday, May 6, 2025 2:37:09 PM

Confirming cosponsorship of Melgar.

#### **Emma Hare**

Legislative Aide

Office of Supervisor Myrna Melgar

From: Logan, Samantha (BOS) <sam.logan@sfgov.org>

**Sent:** Tuesday, May 6, 2025 2:33 PM

<alisa.somera@sfgov.org>

Cc: PEARSON, ANNE (CAT) <Anne.Pearson@sfcityatty.org>; Lopez-Weaver, Lindsey (BOS)

<Lindsey.Lopez@sfgov.org>; Donovan, Dominica (BOS) <dominica.donovan@sfgov.org>; Nagano, Tomio (BOS) <tomio.nagano@sfgov.org>; Ferrigno, Jennifer (BOS) <jennifer.ferrigno@sfgov.org>; Hare, Emma (BOS) <emma.hare@sfgov.org>; Mahmood, Bilal (BOS) <bildel.mahmood@sfgov.org>; Gutierrez Garcia, Jessica (BOS) <Jessica.GutierrezGarcia@sfgov.org>

**Subject:** D5 Supervisor Mahmood - Ordinance - Equitable Citywide Access to Shelters, Transitional Housing, and Behavioral Health Services

#### Good afternoon,

Please find attached the introduction form, legislative digest, and ordinance from our office regarding Equitable Citywide Access to Shelters, Transitional Housing, and Behavioral Health Services.

I have copied legislative aides from Supervisors Walton, Dorsey, Sauter, Fielder, and Melgar's offices to confirm co-sponsorship.

Chief Attorney for Health and Human Services, Anne Pearson, is also copied above to confirm this legislation is approved as to form.

Please let me know if you have any questions. Thank you!

Best,

Sam Logan | (she/her) | Legislative Aide

Office of Supervisor Bilal Mahmood San Francisco Board of Supervisors, District 5 City Hall, Room 272 (415) 554-6758 Join Our District 5 Newsletter From: Lopez-Weaver, Lindsey (BOS)

To: Donovan, Dominica (BOS); Hare, Emma (BOS); Logan, Samantha (BOS); BOS Legislation, (BOS); Somera, Alisa

(BOS)

Cc: PEARSON, ANNE (CAT); Nagano, Tomio (BOS); Ferrigno, Jennifer (BOS); Mahmood, Bilal (BOS); Gutierrez

Garcia, Jessica (BOS)

Subject: RE: D5 Supervisor Mahmood - Ordinance - Equitable Citywide Access to Shelters, Transitional Housing, and

Behavioral Health Services

**Date:** Tuesday, May 6, 2025 2:43:16 PM

Confirming for Supervisor Walton.

### Lindsey Lopez-Weaver, Legislative Aide

# Office of Supervisor Shamann Walton | District 10

1 Dr. Carlton B. Goodlett Pl, San Francisco | Room 282

Direct: 415.554.4550 | Office: 415.554.7670

District 10 Community Events Calendar: <a href="https://bit.ly/d10communityevents">https://bit.ly/d10communityevents</a>

From: Donovan, Dominica (BOS) <dominica.donovan@sfgov.org>

**Sent:** Tuesday, May 06, 2025 2:41 PM

Cc: PEARSON, ANNE (CAT) <Anne.Pearson@sfcityatty.org>; Lopez-Weaver, Lindsey (BOS)

<Lindsey.Lopez@sfgov.org>; Nagano, Tomio (BOS) <tomio.nagano@sfgov.org>; Ferrigno, Jennifer (BOS) <jennifer.ferrigno@sfgov.org>; Mahmood, Bilal (BOS) <bilal.mahmood@sfgov.org>; Gutierrez Garcia, Jessica (BOS) <Jessica.GutierrezGarcia@sfgov.org>

**Subject:** RE: D5 Supervisor Mahmood - Ordinance - Equitable Citywide Access to Shelters, Transitional Housing, and Behavioral Health Services

Confirming for Supervisor Dorsey.

**Dominica Donovan** | Chief of Staff

Office of Supervisor Matt Dorsey, District 6

dominica.donovan@sfgov.org | (415) 554-7970

**From:** Hare, Emma (BOS) < emma.hare@sfgov.org>

**Sent:** Tuesday, May 6, 2025 2:37 PM

**To:** Logan, Samantha (BOS) < sam.logan@sfgov.org>; BOS Legislation, (BOS) < bos.legislation@sfgov.org>; Somera, Alisa (BOS) < alisa.somera@sfgov.org>

**Cc:** PEARSON, ANNE (CAT) < Anne.Pearson@sfcityatty.org>; Lopez-Weaver, Lindsey (BOS)

<<u>Lindsey.Lopez@sfgov.org</u>>; Donovan, Dominica (BOS) <<u>dominica.donovan@sfgov.org</u>>; Nagano,

 $Tomio~(BOS) < \underline{tomio.nagano@sfgov.org} >; Ferrigno, Jennifer~(BOS) < \underline{jennifer.ferrigno@sfgov.org} >; Ferrigno~(BOS) < \underline{jennifer.ferrigno@sfgov.o$ 

Mahmood, Bilal (BOS) < bilal.mahmood@sfgov.org>; Gutierrez Garcia, Jessica (BOS)

<Jessica.GutierrezGarcia@sfgov.org>

**Subject:** Re: D5 Supervisor Mahmood - Ordinance - Equitable Citywide Access to Shelters, Transitional Housing, and Behavioral Health Services

Confirming cosponsorship of Melgar.

#### **Emma Hare**

Legislative Aide

Office of Supervisor Myrna Melgar

From: Logan, Samantha (BOS) < sam.logan@sfgov.org>

**Sent:** Tuesday, May 6, 2025 2:33 PM

**To:** BOS Legislation, (BOS) < bos.legislation@sfgov.org>; Somera, Alisa (BOS)

<alisa.somera@sfgov.org>

**Cc:** PEARSON, ANNE (CAT) <a href="mailto:Anne.Pearson@sfcityatty.org">Anne.Pearson@sfcityatty.org</a>; Lopez-Weaver, Lindsey (BOS) <a href="mailto:Lindsey.Lopez@sfgov.org">Lindsey.Lopez@sfgov.org</a>; Donovan, Dominica (BOS) <a href="mailto:Lopez@sfgov.org">dominica.donovan@sfgov.org</a>; Nagano, Tomio (BOS) <a href="mailto:Lopez@sfgov.org">Lopez-Weaver, Lindsey (BOS)</a> <a href="mailto:Lopez@sfgov.org">Lopez (B

Hare, Emma (BOS) < emma.hare@sfgov.org >; Mahmood, Bilal (BOS) < bilal.mahmood@sfgov.org >; Gutierrez Garcia, Jessica (BOS) < lessica.Gutierrez Garcia@sfgov.org >

**Subject:** D5 Supervisor Mahmood - Ordinance - Equitable Citywide Access to Shelters, Transitional Housing, and Behavioral Health Services

Good afternoon,

Please find attached the introduction form, legislative digest, and ordinance from our office regarding Equitable Citywide Access to Shelters, Transitional Housing, and Behavioral Health Services.

I have copied legislative aides from Supervisors Walton, Dorsey, Sauter, Fielder, and Melgar's offices to confirm co-sponsorship.

Chief Attorney for Health and Human Services, Anne Pearson, is also copied above to confirm this legislation is approved as to form.

Please let me know if you have any questions. Thank you!

Best,

Sam Logan | (she/her) | Legislative Aide

Office of Supervisor Bilal Mahmood San Francisco Board of Supervisors, District 5 City Hall, Room 272 (415) 554-6758 Join Our District 5 Newsletter

1	[Administrative Behavioral Hea	Code - Equitable Citywide Access to Shelters, Transitional Housing, and lth Services	
2		,	
3	Ordinance am	ending the Administrative Code to require the City to approve one new	
4	homeless she	ter, transitional housing facility, behavioral health residential care and	
5	treatment facility, or behavioral health specialized outpatient clinic (collectively,		
6	"Covered Facilities") in each <u>S</u> supervisorial <u>D</u> district by June 30, 2026, and prohibiting		
7	the City from a	pproving a Covered Facility that would be located within 1,000 feet of	
8	another Covered Facility unless the Board of Supervisors waives the 1,000 foot rule by		
9	Rresolution ba	sed on a finding that approving the Covered Facility at the proposed	
10	location is in t	he public interest.	
11	NOTE:	Unchanged Code text and uncodified text are in plain Arial font.	
12		Additions to Codes are in <u>single-underline italics Times New Roman font</u> .  Deletions to Codes are in <u>strikethrough italics Times New Roman font</u> .  Board amendment additions are in <u>double-underlined Arial font</u> .	
13		Board amendment additions are in <u>additioned Arial font.</u> Board amendment deletions are in strikethrough Arial font.  Asterisks (* * * *) indicate the omission of unchanged Code	
14		subsections or parts of tables.	
15			
16	Be it ord	ained by the People of the City and County of San Francisco:	
17			
18	Section	1. Findings and Purpose.	
19	(a) Ti	ne purpose of this ordinance is to ensure that all San Franciscans—regardless	
20	of which neighb	orhood they live in—have equitable and proximate access to homeless	
21	shelters, transit	ional housing, behavioral health residential care and treatment facilities, and	

behavioral health clinics. These critical services are essential to addressing the overlapping

public health crises of homelessness, substance use disorder, and untreated mental illness.

22

23

24

occurred equitably across supervisorial districts, with a small number of neighborhoods shouldering the vast majority of shelter beds, transitional housing units, behavioral health programs, and supportive housing.

- (c) This pattern of overconcentration is particularly evident in neighborhoods like the Tenderloin, SoMa, the Mission, Lower Nob Hill, and the Bayview. District 6 alone—which is home to one-third of all shelter beds citywide—providers shelter to more than 1,200 individuals on a given night. And District 5 has a disproportionately high number of transitional housing sites and behavioral health treatment facilities. The communities in these neighborhoods have consistently stepped forward to meet citywide needs, often without the resources or infrastructure to fully support them. However, the cumulative impact of siting a disproportionate number of new facilities in the same communities has led to deep saturation, strained local systems, and growing community fatigue.
- (d) At the same time, the absence of shelter or behavioral health infrastructure in other parts of the City presents real challenges for residents across the City—particularly for unhoused individuals or families who may be forced to travel long distances to access care. This geographic imbalance exacerbates isolation, delays recovery, and undermines the City's goals for an integrated, accessible system of care.
- (e) The overconcentration of services in select neighborhoods has also made it more difficult to site new facilities where they are most needed. Without clear expectations for geographic equity, local resistance increases, long-standing gaps persist, and the broader system becomes harder to expand and sustain.
- (f) This ordinance provides a path forward. It establishes a citywide mandate that, by June 30, 2026, the City must approve at least one new Covered Facility—defined to include homeless shelters, transitional housing facilities, behavioral health residential care and treatment facilities, and behavioral health specialized outpatient clinics—in each

- supervisorial district. The ordinance also institutes a 1,000-foot spacing buffer between new and existing facilities to guard against future overconcentration, with flexibility for the Board of Supervisors to waive that requirement when necessary to advance the public interest.
- (g) The ordinance promotes equity not only in access to care, but also in how all neighborhoods participate in solving citywide challenges. It affirms that responsibility must be shared, and that communities historically impacted by over-siting should not continue to carry the bulk of that responsibility alone.
- (h) Street-based outreach teams and clinicians have reported that many unhoused individuals decline shelter placements not because they do not want services, but because the facilities they are offered are located in highly saturated neighborhoods like the Tenderloin or SoMa. These environments are often associated with safety concerns, retraumatization, and challenges related to open-air drug use. Individuals frequently express that they cannot get clean, stabilize, or progress while placed in these areas. As a result, even when shelter beds are available, they may remain underutilized. A more equitable, citywide distribution of services increases the likelihood that individuals will accept placements, engage with care, and successfully move through the system.
- (i) This ordinance operationalizes key goals established in existing City plans and policies. It builds upon Mental Health SF, which calls for universal access to behavioral health care, and the City's Homelessness Recovery Plan, which committed to thousands of new placements across the housing continuum. It also complements the 2023 Housing Element's equity framework by ensuring that not just housing—but the supportive services that make housing possible—are distributed fairly across all neighborhoods. By setting clear geographic expectations, this ordinance translates long-standing City commitments into measurable, citywide outcomes.

- (j) To avoid repeating the conditions that have led to saturation in some neighborhoods, this ordinance establishes a 1,000-foot spacing requirement between new and existing Covered Facilities. This provision ensures that no additional community experiences the clustering of services in ways that have strained local infrastructure, exacerbated stigma, and undermined public confidence. It supports thoughtful distribution while protecting neighborhood stability as the system expands.
- (k) To promote accountability and ensure continued progress, this ordinance also requires the City to report back to the Board of Supervisors every six months. These hearings will provide a venue to assess district-by-district progress toward meeting the ordinance's goals, reflect on any structural or operational barriers, and adjust course as necessary. Presentations from the Department of Homelessness and Supportive Housing, the Department of Public Health, and the Real Estate Division will provide transparency and invite collaborative solutions to ensure measurable and sustained outcomes.
- (I) In enacting this ordinance, the City affirms that access to shelter and behavioral health care is not only a moral imperative, but a matter of public infrastructure, neighborhood stability, and systemic integrity. Equitable distribution of services will improve outcomes for individuals, reduce pressure on overburdened communities, and ensure the City's investments are met with engagement, not resistance. By embedding fairness, accountability, and responsiveness into the siting process, this ordinance lays the groundwork for a more effective, humane, and unified system of care—one that reflects the shared values of San Francisco and the dignity of every person it 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, to read as follows:

1	CHAPTER 124: EQUITABLE DISTRIBUTION OF SHELTER,
2	TRANSITIONAL HOUSING, AND BEHAVIORAL HEALTH FACILITIES
3	SEC. 124.1. DEFINITIONS.
4	For purposes of this Chapter 124, the following terms shall have the following meanings:
5	"Approve" or "approval" means an action by a City officer, department, or commission in
6	which a final commitment is made by such sponsoring officer, department, or commission to fund the
7	opening or operation of a new Covered Facility. Such Approval may include, but is not limited to, a
8	decision to award a grant for the operation of a Covered Facility at a specific site, or to purchase or
9	acquire an interest in particular real estate to locate a Covered Facility. Approval shall not include a
10	decision to undertake a preliminary study of one or more potential sites for a Covered Facility.
11	Approval shall refer only to the actions of the sponsoring officer, department, board or commission.
12	"Behavioral Health Residential Care and Treatment Facility" means a residential facility in
13	which individuals receive treatment, medication, and/or counseling for a substance use disorder and/or
14	mental health disorder. Behavioral Health Residential Care and Treatment Facilities include, but are
15	not limited to, board and care facilities, mental rehabilitation centers, withdrawal management
16	facilities, and residential treatment facilities.
17	"Behavioral Health Specialized Outpatient Clinic" means a non-residential facility in which
18	individuals receive treatment, medication, and/or counseling for a substance use disorder and/or
19	mental health disorder.
20	"City" means the City and County of San Francisco.
21	"City Project" has the meaning set forth in Administrative Code Section 79.2, as may be
22	amended from time to time.
23	"Covered Facility" means a City Project that is a Behavioral Health Specialized Outpatient
24	Clinic, Behavioral Residential Care and Treatment Facility, Transitional Housing Facility, or
25	Homeless Shelter.

1	"DPH" means the Department of Public Health.
2	"Effective Date" means the effective date of the ordinance in Board File No,
3	establishing this Chapter 124.
4	"Homeless Shelter" shall have the meaning set forth in Planning Code Section 102, as amended
5	from time to time.
6	"HSH" means the Department of Homelessness and Supportive Housing.
7	"Transitional Housing Facility" means a facility that provides housing and supportive services
8	to people experiencing homelessness or low-income households at risk of becoming homeless and that
9	has as its purpose facilitating the movement of homeless individuals or at-risk low-income households
10	to independent living within a reasonable amount of time.
11	
12	SEC. 124.2. EQUITABLE DISTRIBUTION.
13	(a) By no later than June 30, 2026, the City, acting through HSH, an HSH officer, the
14	Homelessness Oversight Commission, DPH, a DPH officer, or the Health Commission (collectively,
15	"Approving Authorities") shall Approve at least one new Covered Facility in each supervisorial
16	<u>district.</u>
17	(b) If an Approving Authority Approves any Covered Facility between the introduction of
18	the ordinance in Board File No and the Effective Date, such Covered Facility shall count
19	toward the requirement imposed by subsection (a).
20	(c) No City officer, department, or commission shall Approve a new Covered Facility that
21	would be located within 1,000 feet of another Covered Facility that is open, operating, or Approved at
22	the time of Approval. The Board of Supervisors may waive the prohibition on Approving a new
23	Covered Facility within 1,000 feet of another Covered Facility by resolution if it finds that Approval of
24	the Covered Facility at the proposed location is in the public interest. In determining whether

1	Approval of a proposed Covered Facility is in the public interest, the Board of Supervisors shall
2	<u>consider:</u>
3	(1) The demand among City residents for the services that the Covered Facility
4	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 any
8	potential impacts of the proposed Covered Facility on the surrounding neighborhood.
9	
10	SEC. 124.3. EXCEPTION FOR COVERED FACILITIES SUBJECT TO AN
11	APPLICATION FOR FINANCING.
12	The prohibition on the Approval of Covered Facilities within 1,000 feet of another Covered
13	Facility set forth in subsection (c) of Section 124.2 shall not apply to Covered Facilities for which the
14	City submitted an application for financing prior to the Effective Date.
15	
16	SEC. 124.4. REPORTING.
17	The Director of Real Estate shall track the number of Covered Facilities that are Approved
18	after the introduction of the ordinance in Board File No Within six months of the Effective
19	Date, and every six months thereafter, until such time as the City has met the requirement in Section
20	124.2(a) to Approve one new Covered Facility in each supervisorial district, the Director of Real
21	Estate, in consultation with DPH and HSH, shall submit to the Board of Supervisors a report
22	describing all Covered Facilities that have been Approved by the City in the prior six month period,
23	along with a proposed resolution to accept the report. For each Approved Covered Facility, the report
24	shall indicate: 1) the address of the facility; 2) the type of facility; 3) the date of Approval; and 4)
25	whether the facility required a waiver by the Board of Supervisors under Section 124.2(c). In the

1	committee of the Board of Supervisors where the report is heard, HSH and DPH shall present on		
2	progress made, any barriers to implementation, and recommended solutions.		
3			
4	Section 3. Undertaking for the General Welfare. In enacting and implementing this		
5	ordinance, the City is assuming an undertaking only to promote the general welfare. It is not		
6	assuming, nor is it imposing on its officers and employees, an obligation for breach of which it		
7	is liable in money damages to any person who claims that such breach proximately caused		
8	injury.		
9			
10	Section 4. Effective Date. This ordinance shall become effective 30 days after		
11	enactment. Enactment occurs when the Mayor signs the ordinance, the Mayor returns the		
12	ordinance unsigned or does not sign the ordinance within ten days of receiving it, or the Board		
13	of Supervisors overrides the Mayor's veto of the ordinance.		
14			
15	APPROVED AS TO FORM:		
16	DAVID CHIU, City Attorney		
17	By: /s/		
18	ANNE PEARSON Deputy City Attorney		
19	n:\legana\as2025\2500257\01839213.docx		
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21			
22			
23			
24			
25			