



# TENDERLOIN COMMUNITY ACTION PLAN

AN INVESTMENT BLUEPRINT FOR THE TENDERLOIN NEIGHBORHOOD

San Francisco  
**Planning**

**TENDERLOIN**  
COMMUNITY ACTION PLAN

JUNE 2025

# Foreword

We have spent decades working in and calling the Tenderloin home. In that time, we have witnessed our fifty historic blocks weather recessions, gentrification pressures, containment strategies, and—most recently—a devastating public-health crisis. Yet what always rises above the hardship is our neighborhood’s instinct to organize, improvise, and look after one another.

The **Tenderloin Community Action Plan (TCAP) Blueprint** is the clearest expression we have seen of that spirit made tangible. Born from thousands of conversations at stoop-side, sidewalk and community events, 1300 community surveys, youth focus groups, tenant meetings, and an eighteen-month neighborhood-wide vetting process led by five anchor partner organizations and the TCAP team, this document is both a roadmap and a promise: decisions about the Tenderloin will be driven by the Tenderloin.

The Blueprint’s seven investment priorities are a comprehensive plan where each element is as important as the others. All of the seven priority areas need support in order to achieve lasting and sustainable change. The investment priority areas reflect what residents and community stakeholders said we need to thrive. Each priority is backed by concrete strategies, timelines, and metrics—proof that this is more than a wish list. Already, the initial \$4 million City investment that launched the Tenderloin Community Action Plan has leveraged additional funding and provided real and tangible benefit to the community, underscoring what is possible when community insight guides public dollars.

For those of us who helped to outreach, draft, annotate, and revise these pages, the Blueprint is personal. It carries the laughter of youth mapping safe routes to school, the careful translations offered in Chinese, Arabic, Spanish and Vietnamese so every voice could be heard, and the steady resolve of residents who refused to accept

that living in the Tenderloin means settling for less.

We offer this foreword as both gratitude and invitation. Gratitude to the neighbors, City staff, nonprofit partners, and small-business owners who showed up—sometimes after long work shifts or long school days—to shape this plan. And invitation to funders, agencies, and elected leaders: stand with us now. Align your budgets to these community-defined priorities, measure progress publicly, and join community in the ongoing work of stewarding our streets, nurturing our young people, and safeguarding the uniquely diverse character that makes the Tenderloin the beating heart of San Francisco.

It is equally important that the investment in resident empowerment and leadership development that facilitated this process continue to be supported by the city and community partners to ensure that this remains a community-guided effort. The Blueprint is a living document that will continue to be shaped and informed by the community.

Our neighborhood has never lacked vision; we have only lacked the sustained investment to match it. With the Tenderloin Investment Blueprint in hand, that changes. Let this document mark the turning point where resilience becomes renaissance—and where every Tenderloin resident, from a newly arrived family to a senior who has seen it all, can finally say, “This is our home, and it is thriving.”

--Tenderloin Neighborhood Development Corporation  
Chinatown Community Development Center  
GLIDE Memorial Church  
St. Anthony Foundation  
Tenderloin Community Benefit District





# Table of Contents

- 4**     **Excutive Summary**
- 7**     **Tenderloin At-A Glance**
- 10**    **TCAP Areas of Work**
- 11**    **Community Impact**
- 13**    **TCAP Investment Blueprint**
- 61**    **Reflections**
- 62**    **Appendix: TCAP Blueprint  
Outreach Process Summary**
- 67**    **Acknowledgement**
- 68**    **Tenderloin Community School  
Art Club Exhibit**



Children Play at Elm Alley outside Tenderloin Community School

# Executive Summary

San Francisco's Tenderloin neighborhood is a vibrant and culturally diverse community. For decades it has been a haven for immigrants, artists, activists, LGBTQ+ individuals, and low-income communities from many different backgrounds—each contributing to the neighborhood's unique character and enduring spirit of resistance. As an iconic part of San Francisco's greater downtown and a key connector to Civic Center, the Tenderloin is also celebrated for its eclectic nightlife, live music, diverse cuisine, and thriving arts scene.

However, the Tenderloin has also been the epicenter of systemic challenges, including poverty, drug-related harm, and housing insecurity and homelessness—issues that have been deepened by chronic underinvestment, the COVID-19 pandemic, and the ongoing fentanyl crisis. These challenges affect the lives of the neighborhood residents, and create increased hardships for already vulnerable populations such as children, seniors, people living with disabilities, and communities of color. Nevertheless, the neighborhood is defined not by hardship, but by its extraordinary resilience, deep-rooted tradition of community activism, and strong community leadership, supported by a network of community-based organizations providing essential services.

Over the years, strategic initiatives have sought to uplift the Tenderloin. For example, the Tenderloin Health Improvement Partnership (2013) and the Central Market/Tenderloin Strategy (2015) have delivered tangible results to the neighborhood, such as the reactivation of Boedekker Park and the founding the Tenderloin Museum . In 2017, the Tenderloin People's Congress (TPC) brought together community members to envision the neighborhood's future, leading to the creation of Vision 2020. This grassroots effort directly catalyzed the launch of the **Tenderloin Community Action Planning (TCAP)** process in 2021, in partnership with the San Francisco Planning Department.

Community advocacy persisted through the COVID-19 pandemic and the ongoing fentanyl crisis, resulting in the City's approval of an unprecedented \$4 million direct investment in 2022 to support community-led solutions. To invest this funding, the Planning Department facilitated the neighborhood's first participatory budgeting process, funding twenty-one Community Action projects across key priority areas: street stewardship, public space improvements, cultural celebrations, youth investments, community wellness, and small business support. These investments leveraged additional funding of at least \$6.6 million and brought positive change for the

neighborhood by the neighborhood.

To sustain this progress and the community-driven approach, the Tenderloin community continued their advocacy, this time in the form of a plan to guide strategic investment for the next five years. Led by five core outreach partners—Tenderloin Neighborhood Development Corporation, St. Anthony Foundation, Tenderloin Community Benefit District, GLIDE Memorial Church, and Chinatown Community Development Center—and supported by the Planning Department, the TCAP Investment Blueprint was developed. Community partners and leaders conducted an intensive and targeted public outreach and review process, one that embodied **building consensus** amongst collective community voices as a foundation for long-term, community-driven impact.

The TCAP Blueprint serves as a two- to five-year investment strategy for the Tenderloin, rooted in a shared community vision for an equitable, safe, and thriving neighborhood. Amid shrinking federal support and constrained City budgets, the Blueprint presents a unified set of community-driven priorities to inform decision makers, City Departments, and broader philanthropic funders as they balance competing funding priorities citywide or in the region.



The TCAP Blueprint outlines seven interdependent priority areas, each with recommended strategies, key actions, and targets for success. This interconnectedness indicates that any change or impact in one area affects the entire system, underscoring the importance of a comprehensive, collaborative approach. Together, these strategies form a centralized framework and coordinated neighborhood-based roadmap to realize the Tenderloin community's vision:

- 1. Street Stewardship and Cleanliness:** *Street stewardship is essential as long as the current state of crisis continues on the neighborhood streets.*
- 2. Eliminating Open-Air Drug Trade and Use:** *The community is calling for sustained action to disrupt and dismantle open-air drug markets.*
- 3. Public Space Improvements and Activations:** *Immediate and sustained investment in activation, placemaking, and stewardship is paramount to create the safe and healthy public space network the Tenderloin deserves.*
- 4. Youth Investment:** *Investment in youth-centered spaces and programs will help disrupt the current pipeline of youth participating in the open-air drug market.*

- 5. Strengthening Services for Community Wellness:** *Access to substance use and behavioral health treatment, complemented by mental health and wellness support needs to be improved for vulnerable families and immigrant communities who live through the most visible impact of opioids crisis and open-air drug market.*
- 6. Small Business Support:** *A focus on commercial corridors and support for existing and new businesses is necessary to revitalize the economic and cultural vitality of the Tenderloin.*
- 7. Housing:** *The community calls for Rehabilitation and reuse SROs to provide dignified living conditions, and protection tenants, expansion of affordable family homes, and enhanced connection to care and on-site support that keeps residents stable and thriving.*

## How to Use this Document

The TCAP Blueprint is a community-led plan, crafted by the Tenderloin community to serve as a practical tool for investment and action. The Blueprint is not just a call to city agencies, nonprofit partners, and philanthropic funders; it is an invitation for all to strive for aligning their decisions, investments, and efforts with the shared priorities set by the Tenderloin community. By aligning future initiatives with the community-driven priorities and strategies outlined in this document, decision-makers, funders, and practitioners can ensure their efforts foster collaboration, respond to community needs, and reflect the lived experience and vision of the Tenderloin community.





Tenderloin Blackness Event at Tenderloin Museum



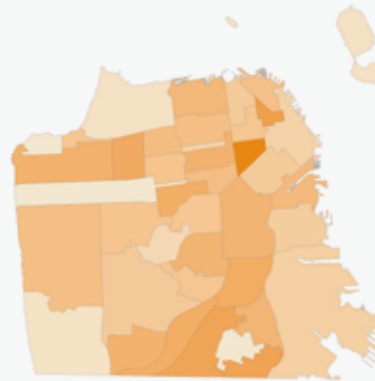
# Tenderloin At-A Glance

The Tenderloin is a vibrant and diverse community. It is home to immigrants, families, seniors, children, veterans, and individuals with disabilities. With a population density five times higher than the rest of San Francisco, the neighborhood has the highest concentration of children and second highest density of seniors in the city.

The demographics of the Tenderloin residents are in figure 3. Compared to 47 percent citywide, White population accounts for 30 percent in the Tenderloin. At the same time, 70% of the neighborhood's residents are American Indian, Black and other communities of color, compared to 63% citywide.

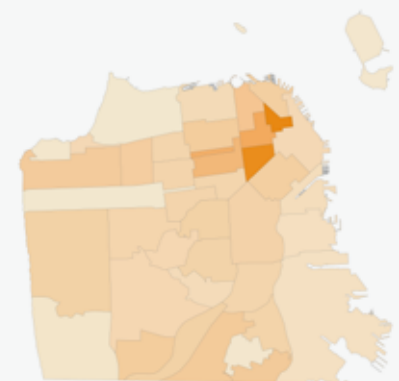
It's also a place where language diversity thrives, with 53 percent of the population speaking languages other than English at home. In comparison, 43 percent of the population speak non-English languages at home citywide.

Figure 1: Population Density of Youth (18 and under)



With 2600 children under 18 years old, the Tenderloin has the highest concentration of children compared to other neighborhoods. (U.S. Census Bureau, American Community Survey 5-Year Data, 2023)

Figure 2: Population Density of Seniors (60 and over)



With 8400 seniors aged above 60 years old, the Tenderloin has the second highest concentration of seniors in the city, just lower than the Chinatown. (U.S. Census Bureau, American Community Survey 5-Year Data, 2023)

Figure 3: Tenderloin Population by Race and Ethnicity

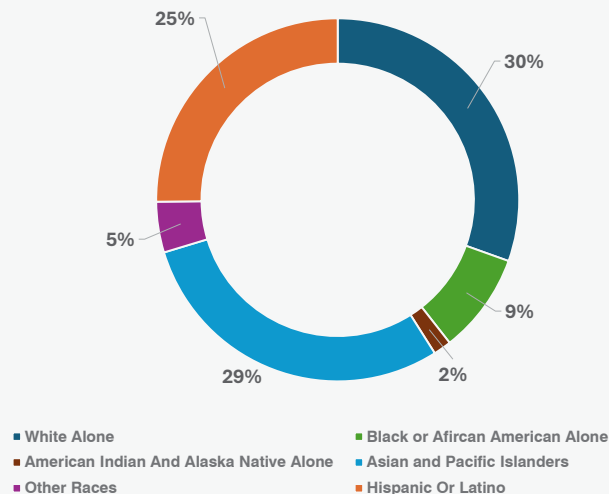
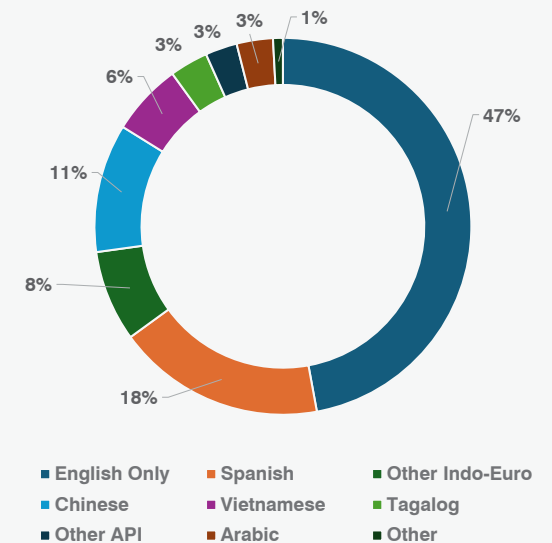


Figure 4: Language Spoken at Home by Tenderloin Residents



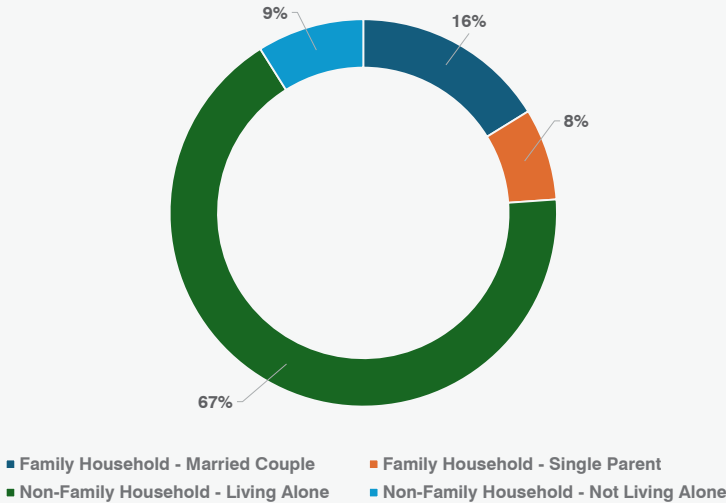
The Tenderloin houses one third of all Single-Room Occupancy (SRO) units in San Francisco, with most households in the area being non-family units, where many individuals live alone. According to U.S. Census, in 2023, 67 percent of the households in the Tenderloin are non-family households with person living alone.

The Tenderloin’s diverse population enriches both the neighborhood and the city with cultural vibrancy. However, the median household income in the Tenderloin was \$43,887 in 2023, less than one-third of the city’s average (\$141,446). Many low-income residents rely on essential services provided by the city.

With the majority of households renting, they also endure a higher rental burden than in other parts of the city. Renters in the Tenderloin are consistently rent-burdened. In 2023, 47 percent of Tenderloin households paid more than 30 percent of their income on rent, compared to 36 percent for the city, highlighting the broader affordability challenges affecting the residents of the neighborhood.

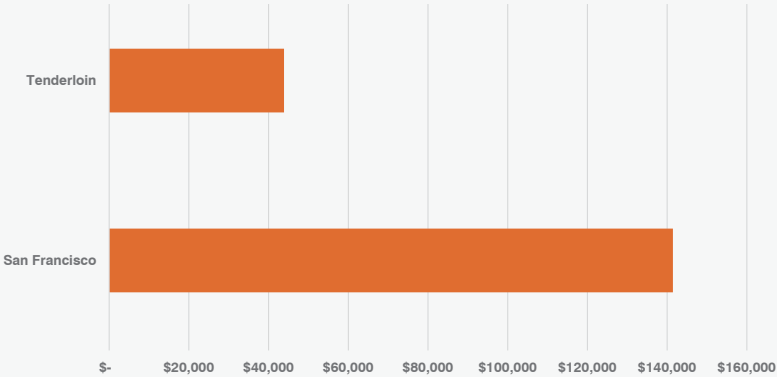
**Figure 5: Tenderloin Household Types**

Source:  
U.S. Census Bureau,  
American Community  
Survey 5-Year Data, 2023



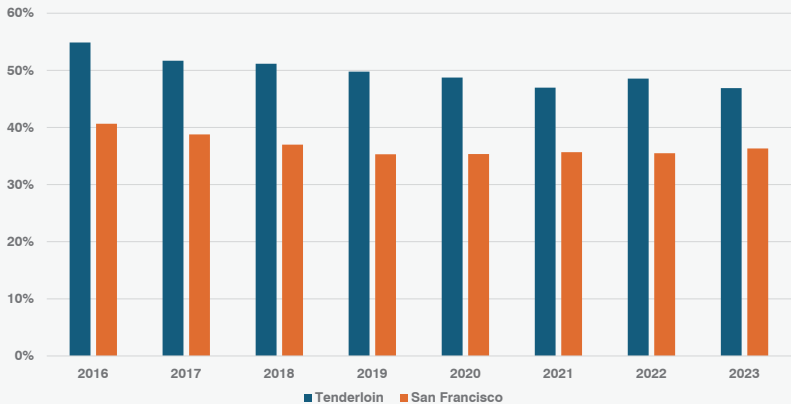
**Figure 6: Tenderloin Median Household Income**

Source:  
U.S. Census Bureau,  
American Community  
Survey 5-Year Data, 2023



**Figure 7: Tenderloin Share of Rent-Burdened Household**

Source:  
U.S. Census Bureau,  
American Community  
Survey 5-Year Data, 2023





The Tenderloin is home to a wide array of small businesses, ranging from ethnic grocery stores and restaurants to bars and community service providers. Many of these businesses are immigrant-owned, reflecting the neighborhood's rich cultural diversity.

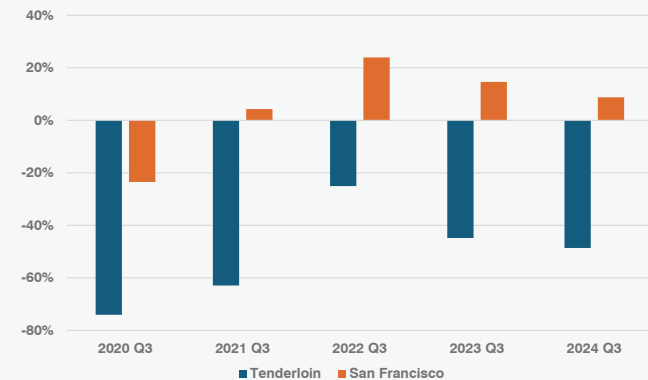
Since the COVID-19 pandemic, these businesses have faced significant challenges, compounded by other issues like unclean streets and the presence of an open-air drug market. As a result, the Tenderloin continues to struggle with recovery from the pandemic, as reflected in consistently lower sales tax revenues since 2021 compared to the same quarter in 2019. In contrast, the city's overall sales tax revenues have surpassed those of the same period in 2019.

Street cleanliness remains a persistent concern. 311 requests have shown an overall upward trend from 2009 to 2024, with significant increases since the pandemic.

Meanwhile, while police incidents have steadily decreased since 2010, reports began to rise again after the COVID-19 pandemic. In particular, drug violation police reports from 2018 to 2024 show a clear upward trend, with report numbers increasing steadily each year.

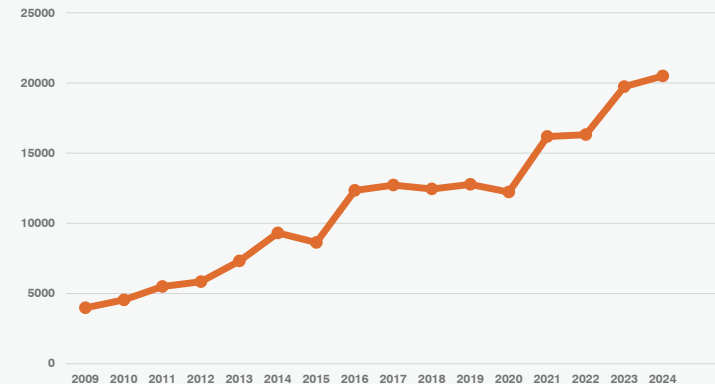
**Figure 8: Sales Tax Revenues Compared to 3rd Quarter 2019**

Source: San Francisco Controller's Office



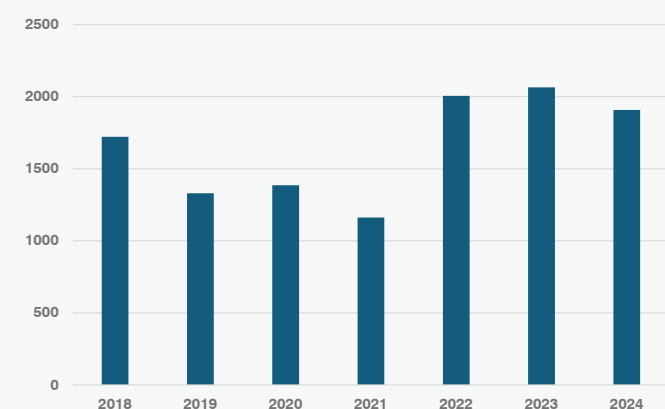
**Figure 9: Street Cleanliness 311 Requests since 2009**

Source: San Francisco Open Data, 311 Data



**Figure 10: Drug Violation/Offense Incident Report since 2018**

Source: San Francisco Open Data, Police Incident Report Data



# About the Tenderloin Community Action Plan (TCAP)

## Mission

Empower the voices of the Tenderloin community to drive meaningful action, facilitating resident-led initiatives and building lasting capacities for transformation.

## Vision

The Tenderloin transitioning from crisis to a thriving, equitable neighborhood where all residents enjoy an improved quality of life, and visitors experience its diversity and vibrancy.

## Commitments

Uphold equity, promote community self-determination, and foster partnerships that drive collective progress in the Tenderloin.





# Community Impact

In 2022, the City invested an unprecedented \$4 million in the Tenderloin, as the *Tenderloin Emergency Initiative* transitioned into sustained operations. SF Planning was identified as the city agency to manage this investment in the Tenderloin and build on the community's work to date as part of the TCAP process.

In the past three years, the investments supported community leadership and brought to life community-led solutions. The initial \$4 million investment has leveraged at least additional \$6.6 million in funding for the neighborhood. The work so far reflected the collaborative efforts of Tenderloin residents, businesses, community organizations, and City agencies.

## Elevating Community's Voice & Leadership

TCAP piloted a first-of-its-kind participatory budgeting process, allowing Tenderloin residents to vote on allocating \$3.5 million in city funds, empowering residents to make decisions and shape their own neighborhood.

TCAP emphasized and funded community leadership and engagement: working with five key organizations, TCAP has deepened community engagement and builds consensus.

## Investing in Community

TCAP invested in and connected the community, bringing funding to 21 community action projects and small business grants through cross-sector and interagency partnerships. This included over \$2.3 million in additional funding secured for Public Space projects, 2,250 square feet of vibrant new murals, 235,000 fresh meals provided to SRO residents, and 12 community celebration events that have served more than 10,000 residents in the Tenderloin.

## Building Capacity Through Partnerships

Through strong partnerships with organizations and city agencies, including support from United Way Bay Area, TCAP provided technical assistance in project management and problem-solving to project sponsors. Interagency collaborations have led to street revitalization pilots, enhanced enforcement of city codes, and accessible street service information. By fostering sustained collaboration, TCAP has expanded resources, enhanced capacity, and secured funding from local and philanthropic sources to ensure long-term community impact.

## Highlights

**26+**  
Partnering CBO's

**17+**  
Partnering City  
Agencies

**21** Community  
Action Projects

**\$6.6M**  
Additional Funding  
Leveraged At Least

## Lessons Learned from the TCAP Participatory Budgeting (PB) Process

TCAP's PB process offered an opportunity for Tenderloin residents to directly shape their neighborhood by ideating, voting, and funding community-driven initiatives.

### *PB can seed new programs*

PB in the Tenderloin supported new pilot programs like Night Navigators, or the Eid Festival. New programs are often not competitive in City's Request for Proposals (RFP) processes, which emphasizes on demonstratable results. PB, on the other hand, can support testing new community ideas and pilot projects that might otherwise be overlooked. Night Navigator Program has since been scaled up and incorporated into the City's budget, supporting some of the highest service connection rates within the City's street outreach. Similarly, the Eid festival led to a larger-scale event hosted by Supervisor Bilal Mahmood, which collaborated with Golden Gate Greenway, another successful and evolving TCAP project.

### *PB can prioritize placemaking efforts*

PB can support community-led placemaking initiatives, especially tactical interventions on streets and alleyways such as Elm Alley School Street, Myrtle Alley activation, or

Golden Gate Greenway. Such programs have regained strong community advocacy as well as coordinated City support that's possible in the PB model.

### *PB can strengthen community services*

Allocating PB funds can bridge potential funding gaps to strengthen services. For example, TCAP also sustained projects that were pending confirmed budget support by offering necessary gap funding, such as safe passage, cleaning crew, and park stewards, as well as meals for SRO residents.

### *PB can foster community pride*

Inclusive outreach strategies, community leadership, and capacity building through project implementation foster a sense of pride and ownership, and showcasing a platform of success for the neighborhood by the neighborhood

### *PB can cultivate city-community partnership*

By involving residents in every stage of decision-making— from identifying community needs to developing final project scope and budget to providing ongoing technical assistance—TCAP PB fostered mutual trust between the city and the community, and increased community capacity.

## Highlights

**47%**  
**Night Navigator Encounters Resulted in Medications for Opioid Use Disorder Starts Through BEAM Program**

**300** Tutoring Sessions for Tenderloin Youth

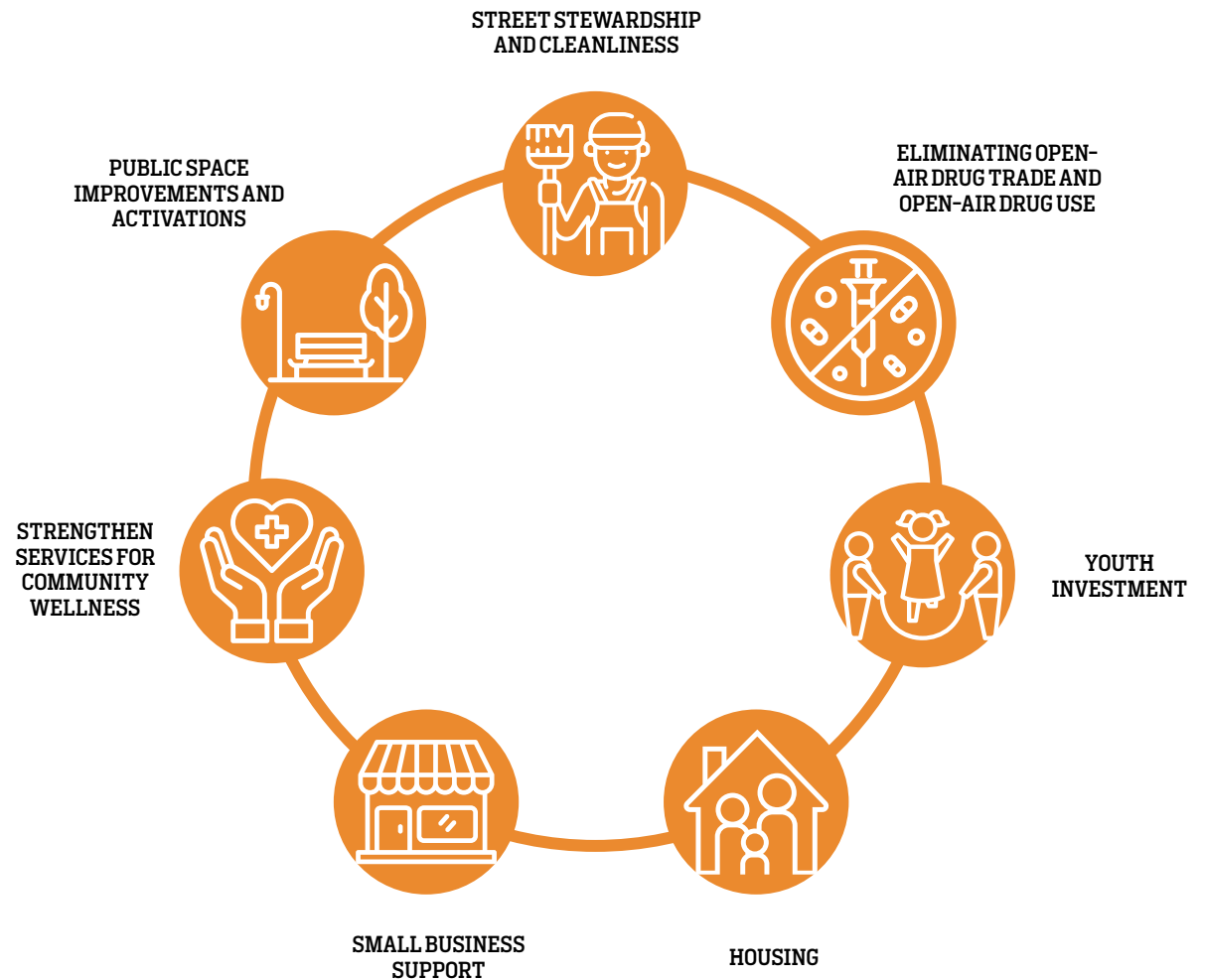
**10,000+**  
**Residents Served**



# TCAP Investment Blueprint

*The Blueprint* is a community-led plan facilitated by San Francisco Planning Department. Through community leadership, and community-led outreach and engagement, Tenderloin community stakeholders and residents built consensus and developed seven priorities and the associated strategies and actions. The Blueprint is not just a call to city agencies, nonprofit partners, and philanthropic funders; it is an invitation for all to strive for aligning their decisions, investments, and efforts with the shared priorities set by the community.

The seven priorities and their associated strategies are interdependent, each influence the others. This interconnectedness indicates that any change or impact in one area affects the entire framework, underscoring the importance of a comprehensive, collaborative approach.



# A Guide to the Framework of the Blueprint

## PRIORITY TITLE

Key priority areas with significant community consensus.

### SI: Strategy Statement

Overall goal of the strategy, describing the desired changes in the community and explaining why the strategy is important for Tenderloin residents.

#### KEY ACTIONS:

- Specific, actionable initiatives or projects that fall within the strategy, highlighting what residents and community partners have said is needed most.

#### DESIRED IMPACTS:

- Specific changes or impacts that the community hopes to achieve as a result of implementing each strategy—reflecting the goals, values, and visions of the community.



#### TIMELINE:

Recommened funding term ranging from 1–5 years.



#### COLLABORATING AGENCY:

The City department(s) with whom the community could collaborate to implement the proposed strategy.

#### Case Study

- An example of a similar initiative that has been successful, either in the Tenderloin or elsewhere.

## STREET STEWARDSHIP AND CLEANLINESS



### **S1. Create 24/7 Safe Routes with Improved Coordinated Neighborhood Stewardship**

Designate Leavenworth, Turk, and Eddy as safe routes with 24/7 coordinated stewardship to enhance safety, cleanliness, and quality of life for residents and workers, especially families, children, and seniors.

### **S2. Sustain Resources and Enhance Effectiveness for Neighborhood Stewardship and Cleaning**

Enhance the effectiveness of ambassador and cleaning programs through unified coordination and implementation protocols, and consistent and daily communication within cleaning and stewardship service providers, while maintaining the scale of resources.

### **S3. Provide Resource Updates for Transparency and Community Empowerment**

Regularly publish maps and data on cleaning, ambassadors, and street response resources in the Tenderloin to enhance transparency and accountability, and empower the community with insights on services, gaps, and outcomes.

## ELIMINATING OPEN-AIR DRUG TRADE AND OPEN-AIR DRUG USE



### **E1. Sustain Drug Market Enforcement Operations**

Sustain the Drug Market Agency Coordination Center (DMACC) to dismantle high-density drug dealing and illegal fencing during the day and at night, strengthen enforcement efforts, and enhance coordination among enforcement agencies.

### **E2. Strengthen Unified Street Outreach Focused on Removing Open-Air Drug Use**

Strengthen coordination among outreach teams, ambassador programs, and data systems to improve tracking and evaluation of outreach outcomes.

### **E3. Prevent the Relocation of Open-Air Drug Activity**

Prevent the continuous relocation of open-air drug activity by implementing a place-based strategy that prioritizes service provision, complemented with enforcement measures for those who repeatedly refuse help, to ensure long-term stability and accountability in the Tenderloin.

### **E4. Create a Children's Safe Zone**

Create a Children's Safe Zone with enhanced safety measures and standards, focusing on areas within the Tenderloin with a high concentration of families, children, and youth services.



## PUBLIC SPACE IMPROVEMENTS AND ACTIVATIONS



### **P1. Promote Recurring Art and Cultural Programs**

Support sustained resources for community-based organizations to offer weekly public events such as street fairs, cultural festivals, and outdoor recreational activities for youth and families to celebrate Tenderloin's artistic landscape and cultural diversity.

### **P2. Prioritize Placemaking Initiatives at Alleys, Streets, Neighborhood Entrances, and Commercial Corridors**

Facilitate support for community-based installations such as local art, ground murals, signage, landscaping and parklets with the goal of transforming selected alleys, streets, neighborhood entrances and commercial corridors into active neighborhood plazas, School Streets, and event spaces for Tenderloin youth, seniors, residents and visitors.

### **P3. Increase the Overall Green Footprint of the Tenderloin**

Increase opportunities for greening of streets and public spaces to meet the 100% green footprint goal by planting all available tree wells and install green planters at more constrained locations.

### **P4. Adapt Underutilized or Vacant Sites as Additional Open Spaces through Public-Private Partnerships**

Recapture the potential of selected underutilized sites through temporary activations, site leases, or acquisitions in partnership with private property owners and/or future developers.

## STRENGTHEN SERVICES FOR COMMUNITY WELLNESS



### **W1. Strengthen Coordinated and Culturally Responsive Care and Services**

Increase culturally competent and multilingual services, including for underserved immigrant communities in the Tenderloin, to support mental health, financial literacy, immigration services, and victims of domestic violence.

### **W2. Integrate Expanded Substance Use Treatment and Behavioral Health Resources**

Co-locate additional services needed to address substance use treatment gaps and integrate with broader behavioral health treatments within existing sites by consolidating and removing services that no longer are successful or addressing the needs, while considering new sites throughout the city.

### **W3. Strengthen Low-barrier Substance Use Treatment Programs Available on the Streets**

Strengthen programs that provide low-barrier access to substance use treatment by scaling and integrating successful models of unified street outreach, service connection during night-time, and on the street telehealth prescriptions, pursuing treatment on-demand.

## YOUTH INVESTMENT



### **Y1. Increase Low-Barrier Low-Structure Programming for Teens and Transitional Age Youth (TAY)**

Provide a safe space for teens and TAY to connect, engage in activities like sports, cultural events, and creative workshops that build community with accessible programming.

### **Y2. Strengthen Youth Workforce Training and Job Placement Programs**

Enhance youth workforce development programs that offer career exposure, skill-building resources, and apprenticeship opportunities, especially for disconnected teens and TAY.

### **Y3. Provide Culturally Responsive Youth Programs**

Expand access to resources and educational support to strengthen inclusive and responsive service delivery, through focused outreach, strong partnerships, and tailored, culturally responsive programs, especially for underserved immigrant youth.

### **Y4. Expand Opportunities Tailored for Youth Involved in the Justice System in the Tenderloin**

Develop targeted programs for justice-involved Tenderloin youth that provide individualized support focused on violence prevention, addiction recovery, and pathways to job placements—empowering them to build positive futures and break free from the open-air drug market.

### **Y5. Enhance Coordination Among Youth Services Providers**

Dedicate staffing and resources to strengthen collaboration among youth service providers in the Tenderloin, fostering partnerships with nonprofits, schools, and key stakeholders to better support Tenderloin children, youth, and families.

## SMALL BUSINESS SUPPORT



### **B1. Stabilizing Existing Businesses**

Support the stability and growth of existing businesses by providing flexible grants designed to meet diverse operational needs and paired with tailored, in-language business planning, training, and technical assistance.

### **B2. Improve Storefront Conditions**

Support businesses in façade enhancements and physical upgrades through funding, permitting, and project management support to enhance cultural identity, attract customers and boost business activities.

## SMALL BUSINESS SUPPORT

---



### **B3. Support Entrepreneurs in Filling Vacancies**

Attract community-serving entrepreneurs to fill vacancies and activate storefronts by engaging property owners and offering comprehensive services, including real estate brokerage support, leasing assistance, and tailored small business development resources.

### **B4. Enhance Neighborhood Commercial and Cultural Corridors**

Strengthen the vibrancy and identity of neighborhood commercial corridors—such as the Larkin corridor—through community-based installations, cultural programs, and modified zoning controls that recognize the Tenderloin’s residential-commercial character, learning from Neighborhood Commercial Districts citywide.

## HOUSING

---



### **H1. Improve Conditions of Existing Deeply Affordable Housing**

Address the quality of existing deeply affordable housing, particularly non-profit owned and operated SRO buildings, through policy reform, removing regulatory barriers to cost-effective rehabilitation, and advocacy for dedicated state funding for rehabilitation.

### **H2. Protect Vulnerable Residents at Most Risk of Homelessness**

Increase rental subsidies and rental assistance to stabilize vulnerable households including seniors, families with children, youth, individuals with behavioral health issues or disabilities.

### **H3. Expand Access to Supportive Resources for Affordable Housing Residents**

Enhance integrated behavioral health and substance use treatment services to support PSH and SRO residents by improved connections to external care and service provider systems in the neighborhood as well as increasing on-site services where appropriate.

### **H4. Improve and Increase Access to Affordable Housing for Families and Transitional Aged Youth**

Advance the citywide pipeline of 100% affordable housing—including projects in the Tenderloin—to increase housing access for families with children, especially large immigrant households, with enhanced culturally responsive support. For Transitional Aged Youth, advance pipeline of 100% affordable housing citywide, particularly in high opportunity areas.







## Street Stewardship and Cleanliness

In the Tenderloin, stewardship and cleaning programs have been working for years to create safer conditions for children and families, residents, and workers. These programs provide an essential, if basic, service in response to the reality: for decades, the Tenderloin has been epicenter of San Francisco's most visible crises: homelessness, tents on sidewalks, and a deadly open-air drug scene now intensified by the fentanyl epidemic. These conditions block everyday use of public space, erode community well-being, and make basic activities—like walking a child to school—feel unsafe. Programs like *Safe Passage* and cleaning aren't luxuries; they're essential to ensuring a baseline standard of living in the neighborhood.

In the past two years, in addition to increased enforcement, the City has expanded its network of ambassadors and cleaning teams who work daily to address these issues and improve public health, safety, and quality of life. Still, major gaps remain. Many programs stop by 7 p.m., leaving entire blocks without coverage during the hours when drug activity surges. Because the state of crisis is constant, progress can feel temporary: encampments, open-air drug use, and trash resurface after dusk, or simply shift to nearby streets.

Additionally, community residents have been frustrated by overlapping efforts from multiple agencies with inconsistent protocols, which lead to confusion, accountability gaps, and visible problems left unaddressed.

The community has made it clear: continue investing in these services and interventions but deliver better safe and clean street outcomes. These programs are costly and labor-intensive, yet they help rebuild safety, trust, and a sense of hope. Residents ask for 24/7 coordinated stewardship along major corridors and BART stations, enhanced coordination among ambassador programs, and increased transparency and accountability.

Street stewardship is the foundation for all other strategies within this Blueprint. Without clean, safe streets, investments in youth, small businesses, and public spaces can't succeed. As long as the Tenderloin remains the epicenter of the city's street crisis, targeted cleaning and safety programs aren't optional—they're a lifeline.



Photos

1. (top) TLCBD Safe Passage team
2. (bottom) Code Tenderloin Night Navigators



### S1: Create 24/7 Safe Routes with Improved Coordinated Neighborhood Stewardship

Designate Leavenworth, Turk, and Eddy as safe routes with 24/7 coordinated stewardship to enhance safety, cleanliness, and quality of life for residents and workers, especially families, children, and seniors.

#### KEY ACTIONS:

- S1-1. Deploy coordinated ambassadors at all hours within these routes
- S1-2. Enhance lighting, signage and pedestrian-safety designs
- S1-3. Enhance cleaning services within these routes

#### DESIRED IMPACTS:

- Decrease in 311 cleaning requests on safe routes
- Decrease in crime and safety incidents reported on safe routes



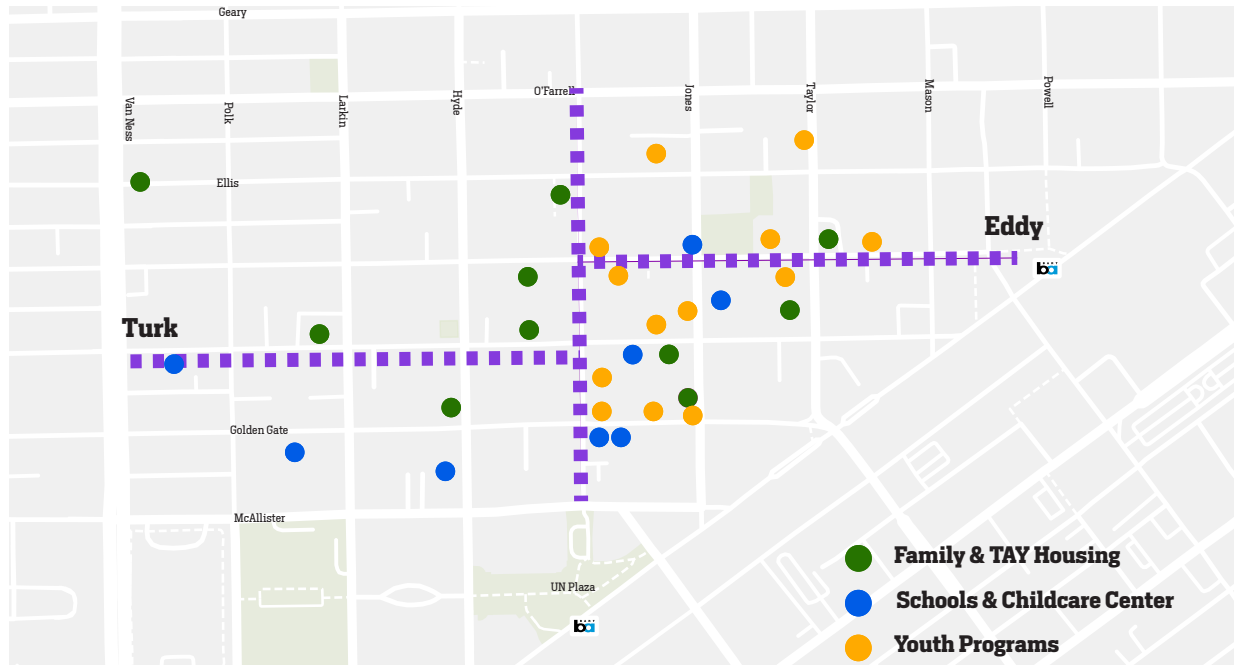
#### TIMELINE:

2 Years



#### COLLABORATING AGENCY:

Department of Emergency Management (DEM), SF Planning



**Figure 11: Proposed Tenderloin 24/7 Safe Routes**  
The proposed routes connect families and Transitional-Age Youth housing, schools and youth programs, as well as Bart Stations.





### S2: Sustain Resources and Enhance Effectiveness for Neighborhood Stewardship and Cleaning

Enhance the effectiveness of ambassador and cleaning programs through unified coordination and implementation protocols, and consistent and daily communication within cleaning and stewardship service providers, while maintaining the scale of resources.

#### KEY ACTIONS:

- S2-1. Facilitate platforms for daily coordination across cleaning and stewardship ambassadors
- S2-2. Implement dynamic deployment to hot spots daily
- S2-3. Coordinate, communicate, and update protocols across various providers regularly

#### DESIRED IMPACTS:

- Reduction in crime and safety incidents reported in the neighborhood
- Decrease in 311 cleaning requests in the neighborhood



#### TIMELINE:

2 Years



#### COLLABORATING AGENCY:

DEM, Public Works, Office of Economic and Workforce Development (OEWD)

### S3: Provide Resource Updates for Transparency and Community Empowerment

Regularly publish maps and data on cleaning, ambassadors, and street response resources in the Tenderloin to enhance transparency and accountability, and empower the community with insights on services, gaps, and outcomes.

#### KEY ACTIONS:

- S3-1. Publish monthly metrics and quarterly service maps on designated website
- S3-2. Attend community meetings to share trends and inform service improvement

#### DESIRED IMPACTS:

- Designated website page for information share-out
- Quarterly service map updates effectively inform and engage the community



#### TIMELINE:

2 Years



#### COLLABORATING AGENCY:

DEM, SF Planning

# TENDERLOIN AMBASSADOR MAP (DAY SHIFT 7:00am - 4:30pm)

Map showing coverage of ambassador programs in the Tenderloin from 7:00am to 4:30pm. Ambassadorship includes, but is not limited to, safety, cleaning, safety, and support services. This map excludes Public Works and TLCBD regular cleaning services in the Tenderloin. Information presented in this map is subject to change depending on resources and neighborhood needs. This map represents data as of January 29, 2025 and will be updated quarterly.

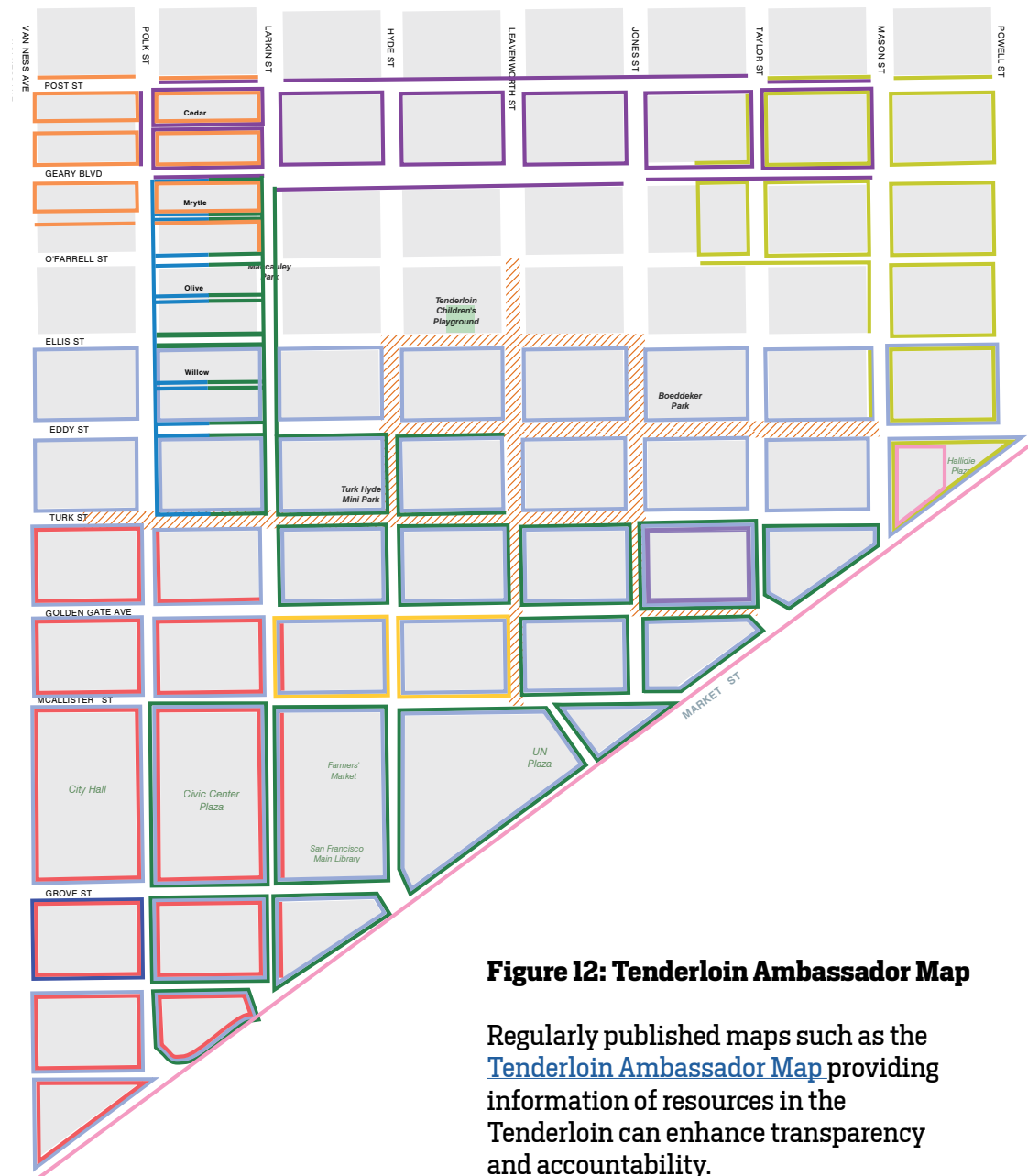
## MAP KEY

Ambassador Program	Safety	Cleaning	Wellness	Hospitality	Roving/Fixed	Schedule
Office of Civic Engagement And Immigrant Affairs	✓		✓	✓	Roving, with longer service at hotspots, 2 people per zone	9am - 4:30pm
Mid-Market/TL Community Based Safety Program (Urban Alchemy)	✓	✓	✓	✓	Fixed, some roving, 60+ posts including Next Street's posts	7am - 4:30pm Larkin Street ends at 3:30pm
Next Street		✓	✓		Staffing Included above	7am - 4:30pm Polk Street ends at 3:30pm
UC Law	✓	✓			Fixed	7am - 4:30pm
Code Tenderloin	✓		✓		4 ambassadors	7am - 3:30pm
Glide	✓	✓	✓		Roving	7:30am - 4:30pm
TLCBD Safe Passage/Street Operations	✓	✓	✓	✓	Fixed and Roving	Mon - Fri: 8-1pm, 4:15-6pm M/T/Th/F: 2-4pm Wed: 1-3pm
Civic Center CBD	✓	✓	✓	✓	21 Full-time equivalent roving in CBD boundary	7am - 4:30pm
Union Square CBD	✓	✓		✓		6am - 4:30pm
Lower Polk CBD	✓	✓	✓	✓	1-2 Full-time equivalent safe program staff roving in CBD boundary	8am - 4:30pm
Mid-Market CBD*	✓	✓	✓	✓	13 Full-time equivalent roving	7am - 4:30pm

- ✓ Primary Service
- ✓ Other Services Offered

\* Code Tenderloin also deploys 4 ambassadors under contract with SF Homeless Outreach Team (SFHOT) from 8am to 5pm covering Market/Howard Street, 8th Street, Jessie and Stevenson Alleys, and other areas in need in the Tenderloin, South of Market, Mission. In addition, 2 ambassadors are contracted with Glide for its coverage area from 2pm to 9pm.

\* Mid-Market CBD's 13 FTE ambassadors also have presence on south side of Market Street and 8th Street from 7am to 7pm.



**Figure 12: Tenderloin Ambassador Map**

Regularly published maps such as the [Tenderloin Ambassador Map](#) providing information of resources in the Tenderloin can enhance transparency and accountability.





Boedekker Park



## Eliminating Open-Air Drug Trade and Open-Air Drug Use

While *Stewardship and Cleanliness* strategies are essential to maintain a basic standard of living in the neighborhood, community members overwhelmingly agree that “open-air drug trade and open-air drug use should be completely eliminated from the neighborhood.”

The human toll of the open-air drug market in the Tenderloin has been severe. Over 40% of the city’s overdose deaths occur in the Tenderloin and South of Market neighborhoods many in public view<sup>1</sup>. Between May 2023 and January 2024, over 42 pounds of fentanyl were seized in the Tenderloin, enough for 9.6 million potentially lethal doses ([ABC7 News](#)). Assaults and drug-related crimes have increased since the onset of the COVID-19 pandemic. Home to the highest concentration of children in the city, the Tenderloin’s daily reality of open drug use, overdoses, and emergency responses put children’s safety, development, and well-being at constant risk. Local businesses are suffering, and the crisis has come to symbolize San Francisco’s struggles and threatening its broader economic future, downtown recovery, and tourism appeal.

In response to this crisis, the City launched

---

<sup>1</sup> San Francisco Board of Supervisors’ [Resolution No.128-25](#); Office Of The Chief Medical Examiner

the Drug Market Agency Coordination Center (DMACC) in May 2023, designed to improve interdepartmental collaboration and disrupt the open-air drug trade. Since then, joint operations of DMACC and interventions such as the Tenderloin Retail Hours Restriction Pilot Program have led to visible improvements in some hotspots. Some areas once dominated by drug activity are now clear. However, drug market enforcement remains limited to just three to five days per week, and drug activity frequently resurfaces at night or shifts to new locations—highlighting the need for more sustained and consistent resources.

Community members emphasized the need to differentiate between drug dealers and drug users. Noting targeted enforcement on drug dealing and related crimes by DMACC led to visible progress on the streets, they expressed support for continued enforcement efforts. However, concerns remain about enforcement’s impact on drug users, particularly the risk of displacement - simply moving people around to nearby blocks. There was broad agreement on the need for better coordination among street outreach teams and city-wide strategies to prevent displacement and improve connections to services and treatment. Still,

many affirmed that law enforcement should remain a tool—especially when individuals who refuse services continue to pose a threat to public safety.

The community also recognizes that eliminating the drug trade and use fully from all areas is a multi-year process, and to ensure children’s safety in the meantime, they support establishing a dedicated Children’s Safe Zone. Families, service providers, and community leaders are calling for targeted safety measures in areas where children live, learn, and play, including 24/7 safe routes (a strategy in the *Street Stewardship* section), improved parks and play areas, and expanded investment in youth programs.

Sustained enforcement, stronger outreach coordination, and targeted protections are all essential towards restoring dignity and stability to the Tenderloin—so that no child is forced to grow up surrounded by a state of crisis.



### E1: Sustain Drug Market Enforcement Operations

Sustain the Drug Market Agency Coordination Center (DMACC) to dismantle high-density drug dealing and illegal fencing during the day and at night, strengthen enforcement efforts, and enhance coordination among enforcement agencies.

#### KEY ACTIONS:

- E1-1. Maintain resources for enforcement at drug market hot spots in DMACC zones
- E1-2. Advance laws and programs to prevent illegal fencing and improve enforcement
- E1-3. Continue addressing bad-actor businesses contributing to drug trade hot spots

#### DESIRED IMPACTS:

- Reduction in drug-related police incidents reported in the neighborhood
- Zero drug dealing hot spots within the Tenderloin



#### TIMELINE:

2-5 Years



#### COLLABORATING AGENCY:

SF Police Department (SFPD), DMACC, City Attorney, District Attorney, Public Works

### E2: Strengthen Unified Street Outreach Focused on Removing Open-Air Drug Use

Strengthen coordination among outreach teams, ambassador programs, and data systems to improve tracking and evaluation of outreach outcomes.

#### KEY ACTIONS:

- E2-1. Develop shared street outreach metrics and publish public reports
- E2-2. Establish ongoing coordination between ambassador programs and City outreach teams

#### DESIRED IMPACTS:

- Increase in the number of individuals accepting services on the streets annually



#### TIMELINE:

2-5 Years



#### COLLABORATING AGENCY:

DEM, DPH, Homelessness and Supportive Housing (HSH)



### E3: Prevent the Relocation of Open-Air Drug Activity

Prevent the continuous relocation of open-air drug activity by implementing a place-based strategy that prioritizes service provision, complemented with enforcement measures for those who repeatedly refuse help, to ensure long-term stability and accountability in the Tenderloin.

#### KEY ACTIONS:

- E3-1. Expand or enhance existing service hubs and consider mobile options for the Tenderloin
- E3-2. Escalate intervention on public intoxication in drug use hot spots when services are refused
- E3-3. Coordinate enforcement across neighborhoods

#### DESIRED IMPACTS:

- Reduction of drug-related calls for service



#### TIMELINE:

2 Years



#### COLLABORATING AGENCY:

SFPD, DMACC,  
Department of Public  
Health (DPH)

### E4: Create a Children's Safe Zone

Create a Children's Safe Zone with enhanced safety measures and standards, focusing on areas within the Tenderloin with a high concentration of families, children, and youth services.

#### KEY ACTIONS:

- E4-1. Expand daily SFPD resources for visible deterrence
- E4-2. Add Children's Safe Zone signs, murals, lighting and other targeted placemaking initiatives
- E4-3. Fund culturally relevant programs for youth, including immigrant, transitional-age youth, and justice-involved youth

#### DESIRED IMPACTS:

- Designation of the Children's Safe Zone
- Increase in children and family participating in after school programs, and community events in Children's Safe Zone



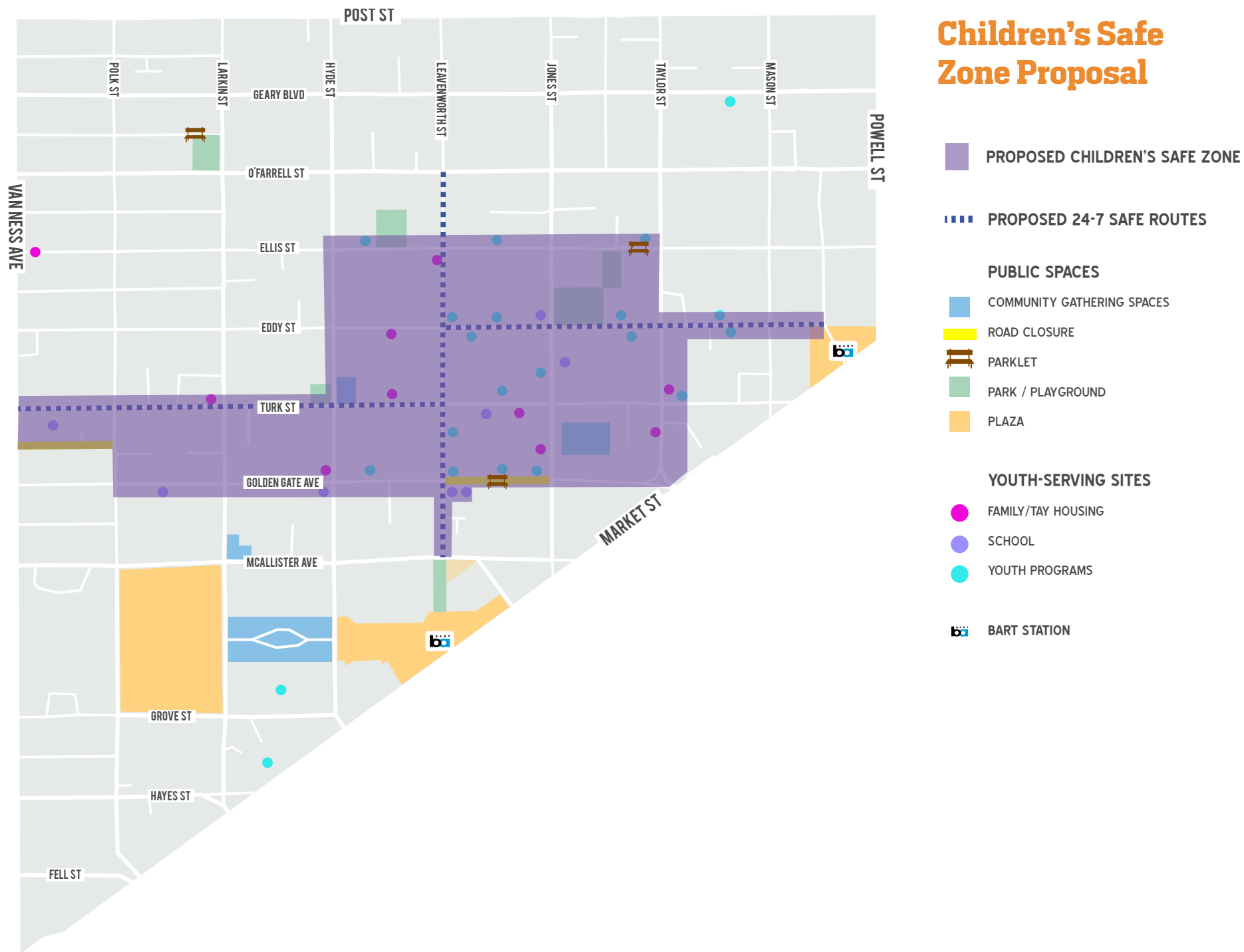
#### TIMELINE:

2 Years



#### COLLABORATING AGENCY:

SFPD, DEM, OEWD,  
Department of Children, Youth  
and Their Families (DCYF)



**Figure 13: Children's Safe Zone Proposal**





### E4: Create a Children's Safe Zone **cont.**

#### Children's Safe Zone Proposal

The Tenderloin Children's Safe Zone proposal would be a place-based initiative designed to create a safer, healthier environment for children and families. Inspired by the Harlem Children's Zone, it would combine public safety, youth services, and public space improvements to support child and family well-being. The shaded area on Figure 13 indicates the proposed Safe Zone, with the initial phase focusing on areas near schools, youth programs, family and TAY housing, BART stations, and Safe Passage routes.

Building on existing efforts, the success of this effort would rely on the coordinated implementation of complementary strategies—street stewardship, public space activation, and youth investment. Together, these interconnected strategies could reinforce one another to drive meaningful, neighborhood-wide transformation. Specific ideas include:

1. Community Safety: a coordinated safety strategy that prioritizes deterrence, prevention, and care:
  - Daily SFPD resources and community-based safety teams
  - Regular cleaning and visible enforcement in areas impacted by open-air drug activity
  - Implementation of good neighbor policy by service providers
2. Public Space Enhancements: strategic improvements to parks, play areas, and sidewalks to support a child-friendly environment, including:
  - Installation of Kids Zone signage, murals, and public art
  - Enhanced lighting and visibility
  - Minor capital upgrades and placemaking efforts in high-traffic areas
3. Youth Services Expansion: targeted investments to address identified service gaps in youth support:
  - Culturally competent programming for youth, including underseved immigrant and multilingual youth
  - Teen engagement, job readiness, and career exposure for disconnected TAY
  - Outreach and services for justice-involved and high-risk youth

This proposal builds off of an existing infrastructure of city investment, services and nonprofit programming in the neighborhood for a Tenderloin where children are safe, supported, and able to access programs that nurture their growth and potential.



Photos

1. (top) TLCBD Safe Passage
2. (bottom) Turk and Hyde Mini Park





## Case Study: Harlem Children's Zone (HCZ)

The Harlem Children's Zone is a nationally recognized model for place-based community transformation. Founded in the 1990s by Geoffrey Canada as a one-block pilot, HCZ now spans 97 blocks in Central Harlem. HCZ offers a cradle-to-career pathway of comprehensive services that empowers scholars, families, and communities with the opportunities needed to achieve life-changing social and economic mobility. Programs include responsive services and supports for everyone — from expectant parents to children of all ages, young professionals, and senior citizens.

Its holistic approach integrates education, health care, social services, and community development, all rooted in strong community engagement. HCZ's success is built on strategic partnerships—with public schools, healthcare providers, funders, and local organizations—and a commitment to addressing poverty at every level.

Harlem Children's Zone March





Dodge Alley Music Activation  
Source: TLCBD



## Public Space Improvements and Activations

Public Space is a fundamental tenet of urban living: it is the stage for public life that shapes social interactions and connects the fabric of a neighborhood. However, according to the Trust for Public Land, the Tenderloin has just 12 acres of park space for a population of approximately 40,000 residents, including a notably high number of seniors, individuals with disabilities, and the most children per capita in San Francisco. This equates to the highest population density with some of the lowest open space per capita in the city.

The neighborhood's limited open space—compounded by its dense children and senior population, significant concentration of unhoused residents, and ongoing issues with open-air drug market, street safety and cleanliness—makes public space in the Tenderloin highly contested. These spaces reflect ongoing tensions between community-serving uses, such as safe play for children and gathering space for families, and unsociable behaviors including open-air drug use.

In response, several collaborative efforts by the community and City to combat chronic issues that negatively impact public space are emerging, which aims to hold the space as negative behavior is deterred. These efforts recognize the need to transform non-traditional public spaces, such as alleys, streets, and commercial corridors, into quality, community-serving public

spaces that create a safe and enjoyable environment for the neighborhood, including the most vulnerable residents who are particularly impacted by a lack of public space.

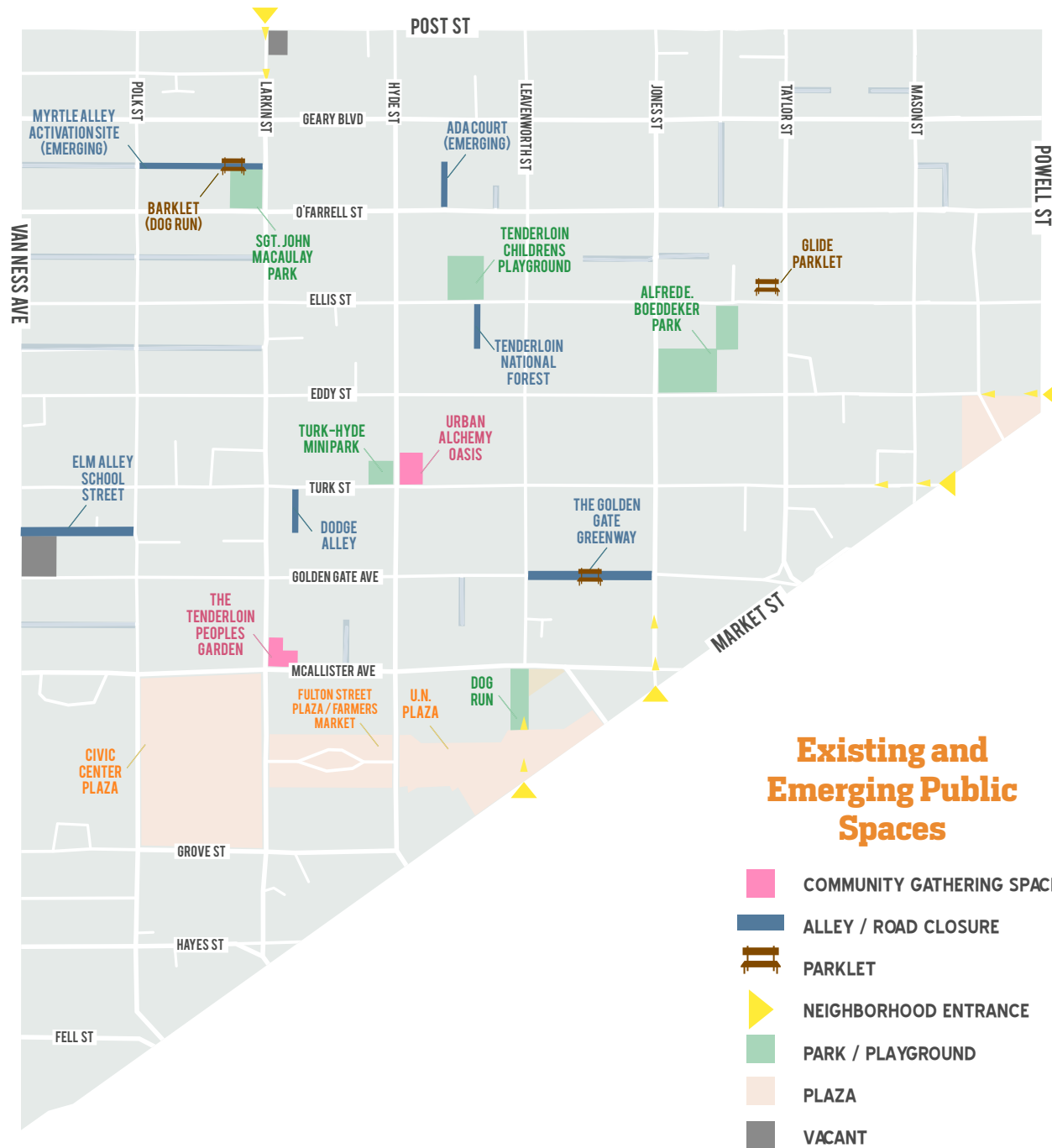
These efforts also call for a more creative approach to public space improvement and activation that prioritize low-cost, flexible interventions such as art installations, pop-ups, parklets and pedestrian plazas. They also emphasize the need to remove bureaucratic barriers that hinder the improvement or activation of both existing and emerging public spaces, and to invest sustained resources in their maintenance and stewardship. The goal is to support, in the near term, a safer and more welcoming environment where residents—especially seniors, children, and families—can gather, play, rest, and connect.

The community has also discussed the importance of turning around the often-negative image of the Tenderloin and celebrating its history, beauty and diversity through cultural festivals and public art installations. This community vision should be supported and sustained by a close collaboration with City agencies that can promote strategic policies to advance the Public Space agenda of the Blueprint, dedicate funding to priority projects and their sustained maintenance, and offer technical assistance during their implementation.



Photos  
1. (top) Golden Gate Greenway  
2. (bottom) Boeddeker Park





### Emerging Community Projects:

- Complete a visionary School Street on Elm Alley, and community-led projects on Dodge Alley, Ada Court, and Myrtle alley
- Complete Golden Gate Greenway adapting to evolving community visions
- Placemaking on Larkin corridor and other emerging commercial or cultural corridors
- Neighborhood gateways such as McAlister north of UN Plaza as directed by the Civic Center Public Realm Plan
- Strengthen the Ellis Street entrance of Boeddeker Park by reopening the gate and by supporting temporary activations serving seniors, children and nearby residents.
- Create new partnerships to sustain stewardship and operations of the Tenderloin National Forest to keep the space open and accessible to the public.

**Figure 14: Existing and Emerging Public Spaces**



### P1: Promote Recurring Art and Cultural Programs

Support sustained resources for community-based organizations to offer weekly public events such as street fairs, cultural festivals, and outdoor recreational activities for youth and families to celebrate Tenderloin's artistic landscape and cultural diversity.

#### KEY ACTIONS:

- P1-1. Establish partnerships to facilitate weekly art and cultural events in public spaces
- P1-2. Dedicate staff to support implementation of current and emerging TCAP projects
- P1-3. Explore permit fee reduction for community-based organizations

#### DESIRED IMPACTS:

- Increase in the number of cultural and social events annually
- 1-2 afterschool programs hosted in the new public spaces
- Increase in the number of attendees at existing public events.



#### TIMELINE:

ongoing



#### COLLABORATING AGENCY:

SF Planning, OEWD

### P2: Prioritize Placemaking Initiatives on Alleys, Streets, Neighborhood Entrances, and Commercial Corridors.

Facilitate support for community-based installations such as local art, ground murals, signage, landscaping and parklets with the goal of transforming selected alleys, streets, neighborhood entrances and commercial corridors into active neighborhood plazas, School Streets, and event spaces for Tenderloin youth, seniors, residents and visitors.

#### KEY ACTIONS:

- P2-1. Incorporate Tenderloin placemaking initiatives into City work programs such as Groundplay and allocate City staff for project implementation *-> more on next page*
- P2-2. Support a permit reform to streamline city permits to build more placemaking installations
- P2-3. Create private fiscal sponsorship models to increase funding opportunities and organizational capacity for community-based organizations implementing public space improvements

#### DESIRED IMPACTS:

- 5 new placemaking initiatives with youth presence
- Increase in youth and/or senior presence in key public spaces



#### TIMELINE:

2-5 Years



#### COLLABORATING AGENCY:

SF Planning,  
Public Works, Arts  
Commission, San  
Francisco Municipal  
Transportation Agency  
(SFMTA)



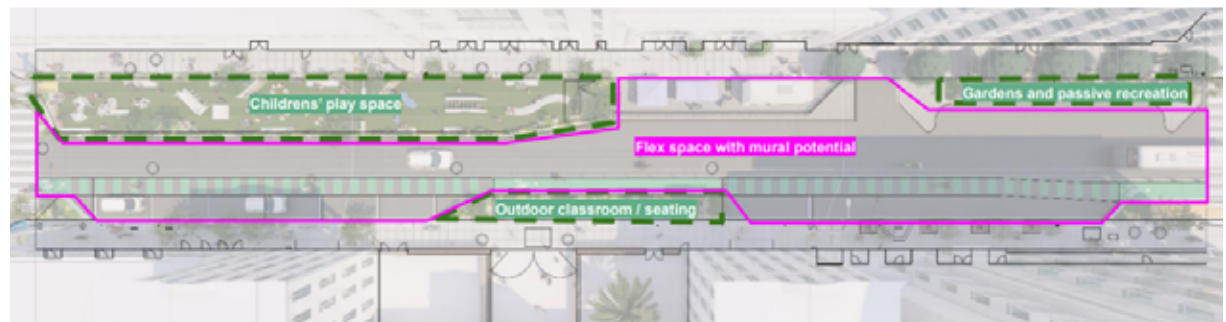
### Future Project: Golden Gate Greenway—A Vision for an Oasis in the Heart of the Tenderloin

The Golden Gate Greenway is a community-led vision to transform the 100 block of Golden Gate Avenue into a welcoming, safe, and vibrant public space in the heart of the Tenderloin. This vision was sparked by the St. Anthony Foundation during the COVID-19 pandemic, when they began closing the block daily to provide essential services like food distribution and testing. That moment laid the foundation for a broader vision for how the block can serve Tenderloin residents and address the open space disparity in the neighborhood.

The Greenway is supported by a coalition of over 20 local organizations, including eight key partners on the block: Lutheran Social Services, De Marillac Academy, St. Boniface Catholic Church, Wu Yee Children's Services, Mercy Housing, Boys & Girls Club, Larkin Street Youth Services, and 826 Valencia. The vision will reduce vehicle traffic from two lanes to one and activate Shared Spaces on both sides of the street. The community envisions a car-lite street with built-in traffic calming, dedicated space for play, and opportunities for community use, similar in spirit to a Slow Street.

The redesigned block will include a mix of flexible, multi-use zones. A dedicated play area will give Wu Yee and De Marillac students safe, daily access to outdoor space. Shared parklets will offer residents and block partners a place to eat, socialize, or host outdoor classes, and a central flex zone will support pop-up services like voter registration, or temporary vendor access for senior housing.

This vision continues to evolve as staff from the supporting organizations learn from the lessons of the pilot projects and respond to emerging needs to the community.



Golden Gate Greenway Long Term Vision | Fauvescraper Studio



### P3: Increase the Overall Green Footprint of the Tenderloin

Increase opportunities for greening of streets and public spaces to meet the 100% green footprint goal by planting all available tree wells and install green planters at more constrained locations.

#### KEY ACTIONS:

- P3-1. Plant trees in available tree wells
- P3-2. Use above-ground planters as an alternative where appropriate
- P3-3. Create funded community-based stewardship models for ongoing maintenance

#### DESIRED IMPACTS:

- 100% of total tree wells planted
- Increase in the number of green planters



#### TIMELINE:

2-5 Years



#### COLLABORATING AGENCY:

Public Works, Bureau of Urban Forestry

### P4: Adapt Underutilized or Vacant Sites as Additional Open Spaces through Public-Private Partnerships

Recapture the potential of selected underutilized sites through temporary activations, site leases, or acquisitions in partnership with private property owners and/or future developers.

#### KEY ACTIONS:

- P4-1. Explore opportunities for temporary activations on selected lots such as 600 Van Ness Ave
- P4-2. Identify other potential available lots in the neighborhood for temporary activations and other use agreements.
- P4-3. Support continued programming at the Urban Alchemy Oasis at Turk and Hyde

#### DESIRED IMPACTS:

- At least 1 new underutilized site activated
- Minimum 1 youth recreational program on 1 vacant site



#### TIMELINE:

2-5 Years



#### COLLABORATING AGENCY:

SF Planning,  
Department of Real Estate, DEM





## Case Study: Elm Alley School Street

Elm Alley School Street is one of the key emerging spaces supported through the Tenderloin Community Action Plan (TCAP). Spearheaded by the Friends of Elm Alley, this initiative has transformed a formerly neglected, trash-filled alley adjacent to Tenderloin Community School into a School Street—a safe, car-free zone that supports school drop-off and pick-up while doubling as an informal play space for students and neighborhood children. The project reclaims public space to better serve families and children in the Tenderloin, creating a more welcoming and functional streetscape in an area with limited access to safe outdoor environments.

TCAP played a critical role in building momentum for the project by securing additional funding and resources to enhance the space through public art. This included support for a series of murals currently underway—spanning the building across from the school, the adjacent sidewalks, the right-of-way, and the fence that now frames the newly designated “play zone.” These creative interventions not only brighten the block but reinforce the community’s vision of Elm Alley as a shared, child-centered space that reflects and supports the neighborhood’s youth and families.

Elm Alley Afterschool Art Program





Children at Street Closure Event in the Tenderloin



## Youth Investment

The Tenderloin is home to approximately 2,600 children (Census, 2023), making it the neighborhood with the highest density of children in San Francisco. Despite this, the neighborhood remains one of the most challenging environments for families to raise children. Unsafe and chaotic street conditions, combined with a persistent and visible open-air drug market, create daily stress and risks for families. Most alarming is the reality that drug dealers are openly targeting and recruiting local youth into the drug trade, a situation that demands urgent, focused intervention.

The strategies in the Stewardship and Cleanliness and Eliminating Open-Air Drug Trade and Open-Air Drug Use sections, particularly the creation of a Children's Safe Zone lay a strong foundation for restoring a sense of security and hope for the children of the Tenderloin, while reinforcing a community environment where families can thrive. Meanwhile, the community highlights the importance of providing children and youth with supportive, accessible services that allow them to grow and succeed in their own neighborhood.

Through deep community engagement—including data analysis, focus groups, and interviews with youth, parents, and service providers—the TCAP team, in partnership

with the Department of Children, Youth and Their Families (DCYF), developed a [Youth Services Gap Analysis](#) to better understand and address the specific challenges facing Tenderloin youth. From this process, the community identified seven key challenges:

- Lack of safe navigation for children and youth in the neighborhood.
- Lack of age-appropriate and unstructured low-barrier programming for teens and TAY.
- Insufficient support to navigate job readiness and career exploration.
- Need for enhanced culturally competent services that are tailored to the unique needs of immigrant youth and families.
- Lack of outreach and programming for youth involved in the justice system.
- Need for cross-organizational collaborative efforts that tailor to the unique needs of Tenderloin youth.

The Tenderloin is expected to serve more youth between FY 2024–2029, and community feedback has strongly reinforced the strategies presented in this section that aim to address those challenges, emphasizing a collective sense of urgency. The goal is clear: disrupt the pipeline that funnels youth into the open-air drug market, and replace it with safe, visible, and supportive pathways to opportunity, growth, and long-term success.



Photos

1. (top) After School Program at Boedekker Park
2. (bottom) Tournament at Kroc Center



### Y1: Increase Low-Barrier and Low-Structure Programming for Teens and Transitional Age Youth (TAY)

Provide a safe space for teens and TAY to connect, engage in activities like sports, cultural events, and creative workshops that build community with accessible programming.

#### KEY ACTIONS:

- Y1-1. Support coordination amongst youth service providers to optimize programming for drop-in spaces.
- Y1-2. Hire youth and TAY to facilitate programming, build relationships, and offer mentorship

#### DESIRED IMPACTS:

- Increase in the number of youth engaging in after school programs
- Decrease in the number of truant Tenderloin youth



#### TIMELINE:

2-5 Years



#### COLLABORATING AGENCY:

DCYF, SF Planning

### Y2: Strengthen Youth Workforce Training and Job Placement Programs

Enhance youth workforce development programs that offer career exposure, skill-building resources, and apprenticeship opportunities, especially for disconnected teens and TAY.

#### KEY ACTIONS:

- Y2-1. Enhance workforce programs with job training, financial literacy, and entrepreneurship pathways

#### DESIRED IMPACTS:

- Increase in youth matched to employment through targeted programs
- Increase in the number of participants attending job shadowing, mentorship sessions, or career panels



#### TIMELINE:

2-5 Years



#### COLLABORATING AGENCY:

DCYF, HRC, OEWD





### Y3: Provide Culturally Responsive Youth Programs

Expand access to resources and educational support to strengthen inclusive and responsive service delivery, through focused outreach, strong partnerships, and tailored, culturally responsive programs, especially for underserved immigrant youth.

#### KEY ACTIONS:

- Y3-1. Support culturally accessible academic support and parent workshops families, including underserved immigrant families, to navigate the school system and family services in the Tenderloin
- Y3-2. Facilitate partnerships that offer community liaisons to enhance cultural responsiveness of existing programs through trainings and workshops

#### DESIRED IMPACTS:

- Increase in the number of youth service provider staff trained in cultural competency
- Increase in multilingual service availability



#### TIMELINE:

2-5 Years



#### COLLABORATING AGENCY:

DCYF, San Francisco Unified School District (SFUSD)

### Y4: Expand Opportunities Tailored for Youth Involved in the Justice System in the Tenderloin

Develop targeted programs for justice-involved Tenderloin youth that provide individualized support focused on violence prevention, addiction recovery, and pathways to job placements—empowering them to build positive futures and break free from the open-air drug market.

#### KEY ACTIONS:

- Y4-1. Reach youth through targeted outreach in streets, shelters, schools, and juvenile systems to encourage participation in afterschool and workforce programs
- Y4-2. Provide tailored support for justice-involved youth

#### DESIRED IMPACTS:

- Decrease in youth involvement in crime related incidents
- Increase in High school graduation/GED completion rates among justice-involved youth
- Increase in justice-involved youth matched to employment



#### TIMELINE:

2-5 Years



#### COLLABORATING AGENCY:

DCYF, Juvenile Probation Department



### Y5: Enhance Coordination Among Youth Services Providers

Dedicate staffing and resources to strengthen collaboration among youth service providers in the Tenderloin, fostering partnerships with nonprofits, schools, and key stakeholders to better support Tenderloin children, youth, and families.

#### KEY ACTIONS:

- Y5-1. Provide resources to afterschool programs to engage in a collaborative framework
- Y5-2. Expand and formalize collaboration between youth service providers to increase program integration

#### DESIRED IMPACTS:

- Increase in the number of youth engaging in after school programs
- Increase in Tenderloin youth placed in leadership roles, careers, and educational establishments



#### TIMELINE:

2-5 Years



#### COLLABORATING AGENCY:

DCYF





## Case Study: Roadmap to Peace

Roadmap to Peace (RTP) is a five-year community-based initiative comprised of several community organizations: BACR/CHALK, CARECEN SF, Five Keys Charter School, Horizons Unlimited, Mission Neighborhood Centers, Mission Neighborhood Health Center, and IFR.

RTP aspires to break the cycle of violence by engaging youth and their families in healthy and healing relationships that advance their economic, health, and safety life outcomes. RTP serves youth from 13-24 years of age with ties to San Francisco who are violence involved and underinsured.

To achieve the outcomes, RTP implements a Community Driven Collective Impact (CDCI) framework with a shared community-driven agenda and language, collaborative leadership, equitable distribution of resources, collective reflection and learning, and a focus on addressing root causes. RTP incorporates three strategies: connecting youth to wraparound services, establishing effective community-building, and promoting relevant policy advocacy.





Eid Event outside Tenderloin Children's Playground



## Strengthening Services for Community Wellness

The Tenderloin has long served as a refuge for San Francisco's most vulnerable residents. With the highest concentration of deed-restricted affordable housing, permanent supportive housing, shelters, and homeless services in the city, it has historically been a landing place for marginalized groups and immigrant communities and —many fleeing trauma, and seeking stability. Since the 1920s, it has been a home for San Francisco's LGBTQ community and remains so today, including through the presence of the Transgender Cultural District. And beginning in 1980s, the neighborhood saw waves of migration from Southeast Asia, and followed more recently by Muslim, Arab, and Middle Eastern communities.

Over time, the Tenderloin has evolved from a neighborhood of primarily single adults into a vibrant, multicultural community with many families. Yet it remains a hub of concentrated poverty and residents face deep and persistent vulnerabilities: seniors and people with disabilities often live on limited fixed incomes; transgender residents experience systemic workplace discrimination and limited economic opportunity; and immigrant families often arrive with little social or financial support and must navigate systems that lack cultural and linguistic responsiveness.

Meanwhile, the open-air drug crisis has compounded the community's existing vulnerabilities. In response, the worsening crisis has pushed the issue of opioid overdoses to the forefront of San Francisco's public health agenda—an issue that remains deeply complex and often fraught with conflict. Under the “Eliminate the Open-Air Drug Trade and Open-Air Drug Use” priority, community members supported DMACC enforcement and improved street outreach. In this section, the strategies highlight the need to improve access to substance use and behavioral health treatment, complemented by mental health and wellness support for vulnerable communities and immigrant families who live through the most visible impact of opioids crisis and open-air drug market.

The community calls for enhanced support to connect individuals suffering from SUD and behavioral health issues to services and treatment. Programs like Rapid Engagement Shelter and Treatment for Opioid Recovery (RESTORE) and Night Navigators offer promising models—using coordinated street teams to build sustained connections to treatment and other services.

There was also broad consensus to strengthen and upgrade existing homeless and behavioral health services in the

Tenderloin, while addressing the need for geographic equity across the city and placing new facilities outside the Tenderloin. Community members emphasized that drug use and drug trade are economic and social issues that require a citywide comprehensive approach and long-term structural solutions, not one concentrated solely within the Tenderloin.

These strategies aim to reduce overdose deaths and curb open-air drug use. They focus on addressing the compounded impact of the opioid crisis on the Tenderloin's most vulnerable residents, particularly the immigrant communities who have made this neighborhood their home.



Photo  
1. TCAP participatory budgeting outreach meeting



## W1: Strengthen Coordinated and Culturally Responsive Care and Services

Increase culturally competent and multilingual services, including for underserved immigrant communities in the Tenderloin, to support mental health, financial literacy, immigration services, and victims of domestic violence.

### KEY ACTIONS:

- W1-1. Support coordinated hub services, including for underserved Arab and Muslim communities
- W1-2. Expand in-language services for underserved Southeast Asian seniors
- W1-3. Improve urgent immigration response through better provider coordination
- W1-4. Expand culturally responsive mental health services for youth, including underserved immigrant youth

### DESIRED IMPACTS:

- More services with Arabic-speaking staff
- Increased participation of Southeast Asian seniors
- Increased mental health programming for immigrant youth
- Expanded network of immigration service providers



### TIMELINE:

2-5 Years



### COLLABORATING AGENCY:

Mayor's Office of Housing and Community Development (MOHCD), Human Rights Commission (HRC), Office of Civic Engagement and Immigrant Affairs (OCEIA), DPH

## W2: Integrate Expanded Substance Use Treatment and Behavioral Health Resources

Co-locate additional services needed to address substance use treatment gaps and integrate with broader behavioral health treatments within existing sites by consolidating and removing services that no longer are successful or addressing the needs, while considering new sites throughout the city.

### KEY ACTIONS:

- W2-1. Map community assets to identify service gaps and opportunities
- W2-2. Integrate and strengthen services within existing Tenderloin sites
- W2-3. Place new treatment services citywide based on asset mapping

### DESIRED IMPACTS:

- Increase in connection to substance use treatment programs within the Tenderloin
- Increase in treatment programs citywide outside of the Tenderloin



### TIMELINE:

1-2 Years



### COLLABORATING AGENCY:

DPH, HRC, Human Services Agency (HSA)





### W3: Strengthen Low-Barrier Substance Use Treatment Programs Available on the Streets

Strengthen programs that provide low-barrier access to substance use treatment by scaling and integrating successful models of unified street outreach, service connection during night-time, and on the street telehealth prescriptions, pursuing treatment on-demand.

#### KEY ACTIONS:

- W3-1. Strengthen compassionate outreach models such as *Night Navigator* to boost treatment access
- W3-2. Sustain *RESTORE* program that links access to treatment with interim housing and case management
- W3-3. Strengthen *RESTORE* program to increase case management and services for post-temporary treatment

#### DESIRED IMPACTS:

- Increase in the number of people entering treatment via low-barrier access points
- Increase in the number of treatment exits connected to supportive housing



#### TIMELINE:

2-5 Years



#### COLLABORATING AGENCY:

DPH, DEM



## Case Study: Night Navigators

As part of TCAP, \$500,000 in seed funding was invested to launch the neighborhood's first-ever Night Navigator program—an innovative initiative led by Code Tenderloin in partnership with the Department of Public Health (DPH). The program provides care and connection to resources during nighttime hours, when traditional outreach efforts typically wind down. Since its launch in October 2023, Night Navigators have been on the ground every night from 7 p.m. to 3 a.m. In just a few short months, the team conducted over 10,000 engagements, with nearly 1,400 individuals receiving comprehensive needs assessments and care plans that linked them to essential health and social services.

The success of the Night Navigator program has prompted DPH to commit additional funding and extend the program through the 2025–26 fiscal year. DPH has also integrated the team into new pilot initiatives including Bringing Expanded Access to MOUD (BEAM) program and Rapid Engagement Shelter and Treatment for Opioid Recovery (RESTORE) program. The BEAM program uses the Night Navigation Team to facilitate immediate telehealth visits between people who use opioids and a medical professional who can prescribe them buprenorphine in real time. Between March through December 2024, 47% of the programs encounters (nearly 2,700) resulted in MOUD starts. Under the RESTORE program, unhoused people who want to start treatment are sheltered the same night at a safe space where they can start the medication and receive health care when accommodation is available. The success of the RESTORE program has also motivated DPH to expand the initiative ([KQED Article](#)).

Night Navigator Outreach Van  
Source: Code Tenderloin





Tet Festival on Larkin Street  
Source: Southeast Asian Community Center



## Small Business Support

The Tenderloin remains unique in San Francisco's urban fabric—simultaneously a residential-commercial neighborhood, a multicultural hub, and a key connector for Civic Center employees and downtown tourism. Yet it continues to struggle with post-pandemic recovery. According to San Francisco Controller's office data, while San Francisco saw a 9% increase in sales tax revenue in Q3 2024 compared to the same period in 2019, the Tenderloin's revenues remain down by 50%, making it one of the city's hardest-hit and slowest-recovering neighborhoods—faring worse than Union Square and the Financial District.

Small business owners have consistently cited the neighborhood's ongoing street conditions and persistent open-air drug market—exacerbated during the pandemic—as key drivers of decreased foot traffic and a troubled reputation that deters customers from in and outside the neighborhood. Many businesses have had to cut costs by reducing staff and limiting operating hours, or have closed in the past two years, such as Turtle Tower and Lapats in Little Saigon, compromising the integrity of this cultural destination. As businesses struggle with less foot traffic, declining revenues and tight cash flow, their ability to make storefront or interior improvements

is impacted, contributing to the physical decline of commercial spaces and making it less inviting for customers. Additionally, the increasing number of vacant storefronts further reinforce the perception of distressed commercial corridors and contribute to the neighborhood's ongoing economic challenges.

Concerns were raised about “bad actor” businesses that were hotspots for gambling, drug use and trade or the proliferation of smoke shops or gift and snack shops. In response, the City Attorney, in coordination with SFPD, took action against several businesses in the Tenderloin involved in illegal gambling and other unlawful activities. Overall, public safety enforcement through DMACC was complemented by coordinated street outreach, ambassador programs, and policy measures, including the Tenderloin Retail Hours Restriction Pilot Program and a Planning Code amendment prohibiting Tobacco Paraphernalia Establishments in the Tenderloin.

In addition to supporting policy changes to limit “bad actor” business types, community feedback also emphasized bolstering existing community-serving businesses through direct funding support, and targeted tax incentives to ensure that

these businesses can continue to serve the neighborhood and the city effectively. There is also broad support for expanding access to comprehensive small business technical assistance and exploring models such as incubators and cooperatives that enable community-oriented entrepreneurs, especially those with fewer economic opportunities, to access and activate commercial spaces.

Residents and business owners also voiced the importance of revitalizing key commercial and cultural corridors to celebrate local culture and strengthen the local economy—with particular focus on Little Saigon/Larkin Street, which has been impacted by years of disinvestment, poor street conditions, vacancies, vandalism, and the rise of smoke shops. Culture-based strategies anchored in these corridors can uplift the Tenderloin's diverse communities—including but not limited to the Southeast Asian community, Arab community, transgender residents, and other long-standing immigrant groups—by restoring visibility, vibrancy, and economic opportunity while supporting local small businesses.



## B1: Stabilizing Existing Businesses

Support the stability and growth of existing businesses by providing flexible grants designed to meet diverse operational needs and paired with tailored, in-language business planning, training, and technical assistance.

### KEY ACTIONS:

- B1-1. Survey small businesses to consistently assess needs and priorities
- B1-2. Re-establish a Tenderloin-based multilingual business training grant program
- B1-3. Centralize technical assistance for businesses to apply for grants and vendor certification in multiple languages

### DESIRED IMPACTS:

- 100% ground-floor business surveyed
- Increase in the number of businesses receiving services to improve business operations annually



### TIMELINE:

1-2 Years



### COLLABORATING AGENCY:

OEWD

## B2: Improve Storefront Conditions

Support businesses in façade enhancements and physical upgrades through funding, permitting, and project management support to enhance cultural identity, attract customers and boost business activities.

### KEY ACTIONS:

- B2-1. Sustain Tenderloin façade improvement grant program
- B2-2. Streamline to expedite approvals for façade improvements in coordination with PermitSF

### DESIRED IMPACTS:

- Increase in the number of businesses receiving support to improve their storefronts annually
- Increase in neighborhood sales tax revenues



### TIMELINE:

1-2 Years



### COLLABORATING AGENCY:

OEWD





### B3: Support Entrepreneurs in Filling Vacancies

Attract community-serving entrepreneurs to fill vacancies and activate storefronts by engaging property owners and offering comprehensive services, including real estate brokerage support, leasing assistance, and tailored small business development resources.

**KEY ACTIONS:**

- B3-1.** Establish a Community Commercial Real Estate Broker program for the Tenderloin
- B3-2.** Fund community-serving entrepreneurs, especially those meeting community needs, to activate vacant storefronts, including incubator and cooperative models
- B3-3.** Engage property owners in the Tenderloin to identify incentives for maximum collaboration

**DESIRED IMPACTS:**

- Reduced number of commercial vacancies throughout the neighborhood and added activity that serves community



**TIMELINE:**

1-2 Years



**COLLABORATING AGENCY:**

OEWD

### B4: Enhance Neighborhood Commercial and Cultural Corridors

Strengthen the vibrancy and identity of neighborhood commercial corridors—such as the Larkin corridor—through community-based installations, cultural programs, and modified zoning controls that recognize the Tenderloin’s residential-commercial character, learning from Neighborhood Commercial Districts citywide.

**KEY ACTIONS:**

- B4-1.** Update zoning controls to prioritize community-serving businesses, limit incompatible uses, and support the Tenderloin as a destination of downtown
- B4-2.** Create corridor-based cultural programming to celebrate local heritage including but not limited to Southeast Asian, Arab, transgender communities
- B4-3.** Facilitate ongoing collaborative meetings with small business stakeholders

**DESIRED IMPACTS:**

- Increase in foot traffic in the Tenderloin
- Increase in neighborhood sales tax revenues



**TIMELINE:**

2-5 Years



**COLLABORATING AGENCY:**

OEWD, SF Planning



La Voz Focus Group Meeting

## Housing

Most of the housing in the Tenderloin are mid-rise apartment buildings and Single Room Occupancy (SRO) hotels constructed in the decade after the 1906 earthquake. One third of the City's SRO units are in the Tenderloin. As the most affordable housing option, SROs have historically housed newcomers and transient workers since the early 20th century and continue to serve low-income and newcomer populations today, often acting as the last line of defense against homelessness.

In the Tenderloin, sixty percent of SROs are non-profit-owned or operated through master-lease from private owners and serve extremely low-income tenants that are at a high risk of homelessness. Non-profit-owned SRO buildings have financial and legal obligations to the City with oversight from MOHCD, while SRO buildings operated by non-profit providers as permanent supportive housing and master-leased from private owners have oversight from HSH. The remaining SROs are owned by private owners, who have limited access to rent subsidies or supportive services. Years of deferred maintenance and insufficient subsidies available for SROs are present concerning conditions for residents.

Following the 2023 receivership of the Skid Row Housing Trust in Los Angeles, non-

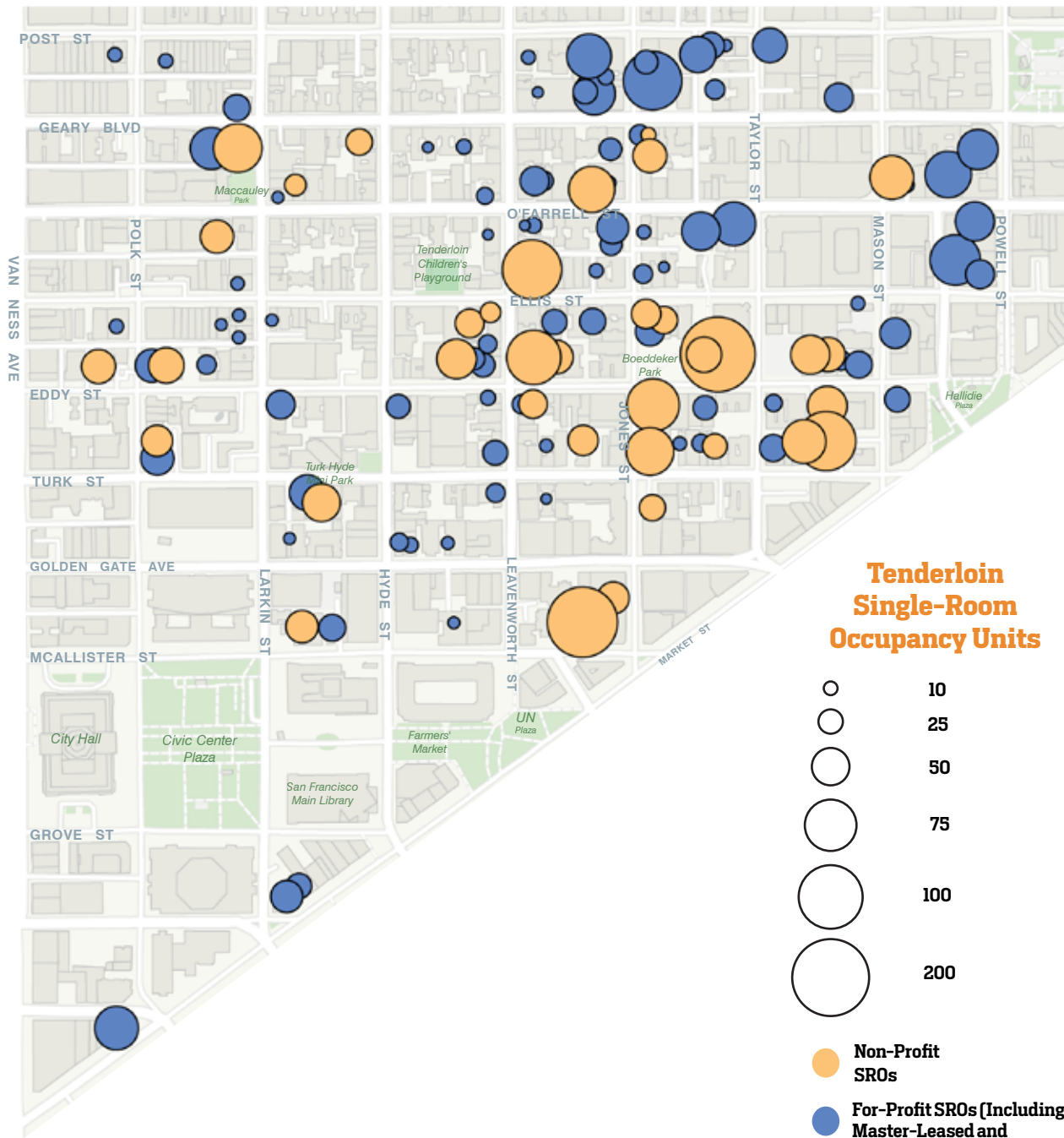
profit owners are actively examining their portfolio's physical condition, financial risks, and sustainability. This has led to studies and convenings supported by philanthropy to explore the most effective solutions to reuse and reimagine SROs as valuable assets, many of which located within the Tenderloin.

The Tenderloin's high concentration of people experiencing homelessness, many of whom struggle with behavioral health issues including substance use, highlights the need for increased targeted housing solutions. Reimagining the future of SROs can also open new opportunities for housing, interim housing or shelter, and residential treatment options within this portfolio. At the same time, many community members highlighted the challenges of residing in the Tenderloin during treatment and recovery, and urge new interim or permanent housing for treatment and recovery to be placed in other neighborhoods. Regardless, Tenderloin residents consistently report that available behavioral health resources and services do not meet the need and have asked for increased access to a range of behavioral health service options. Non-profit service providers have expressed the potential for increased efficiency and access to services through system efficiencies, use of State

funding through CalAIM and Medi-Cal, and better coordination with existing assets in the neighborhood.

The Tenderloin is also increasingly home to families with children, particularly immigrant households. Community members emphasized the urgent need for 100% affordable housing, tailored to diverse populations, especially larger families, to support long-term neighborhood stability. Culturally responsive housing design—including larger units and accommodations for specific practices, such as those of Muslim families—was highlighted as a key need. In-language housing navigation and support services were also identified as critical to increasing access for immigrant communities. Transitional-aged youth in the Tenderloin also called for housing options especially in neighborhoods with high quality of life.





**Figure 15: Tenderloin Single-Room Occupancy Units**

Funded by Crankstart in 2024, and led by Tenderloin Neighborhood Development Corporation, **an SRO Strategy is underway** to organize and facilitate targeted investments to rehabilitate major systems, whose failures are impacting quality of life and costing significant maintenance and repair expenses, and for adding kitchen and bath amenities where possible to make housing more suitable as permanent supportive housing. There is also consideration of alternative uses for SROs, like conversion to studio apartments, interim shelter, non-congregate shelter, or medical respite. Changing use or configuration will in most cases reduce the supply of permanent housing, a consideration which must be balanced against increasing the quality of the housing or increasing the compatibility of the SRO form with an alternative use.

Concurrently, and in coordination, MOHCD and the Housing Accelerator Fund (HAF) have launched a multi-agency initiative—supported by the Partnership for the Bay's Future Policy Fund—to assess the future of the city's SRO housing stock, which comprises more than 500 buildings and 19,000 rooms.

MOHCD's effort will evaluate the physical condition, financial viability, and regulatory constraints facing both publicly and privately owned SROs. The goal is to develop long-term policy recommendations to guide rehabilitation, portfolio repositioning, and tenant protections. The project will result in actionable proposals for policy reform, targeted public investment, and updated standards for the preservation and adaptive reuse of this critical housing stock.



## H1: Improve Conditions of Existing Deeply Affordable Housing

Address the quality of existing deeply affordable housing, particularly non-profit owned and operated SRO buildings, through policy reform, removing regulatory barriers to cost-effective rehabilitation, and advocacy for dedicated state funding for rehabilitation.

### KEY ACTIONS:

- H1-1. Complete a building assessment to inform rehab or reuse strategies for non-profit owned and operated SROs
- H1-2. Pursue policy and legislative shifts to enhance financial feasibility of rehabilitation of non-profit owned and operated SROs
- H1-3. Advocate for state funding and loan products to support and incentivize the rehabilitation of both non-profit owned and operated SROs
- H1-4. Pursue feasibility of use of SROs for other uses such as interim housing

### DESIRED IMPACTS:

- Increase the number of non-profit owned and operated SRO buildings rehabilitated
- Decrease the number of vacant SRO units from increased and new uses



### TIMELINE:

5 Years +



### COLLABORATING AGENCY:

MOHCD, HSH, State and Regional Funding Agencies

## H2: Protect Vulnerable Residents at Most Risk of Homelessness

Increase rental subsidies and rental assistance to stabilize vulnerable households including seniors, families with children, youth, individuals with behavioral health issues or disabilities.

### KEY ACTIONS:

- H2-1. Advocate for Local, Regional, and State funding for subsidies
- H2-2. Inventory and survey existing non-profit owned and operated SRO buildings to identify the scale of need for subsidy
- H2-3. Expand resources and the supply of existing housing vouchers for rental subsidies
- H2-4. Pilot local rental subsidy programs in partnership with philanthropy

### DESIRED IMPACTS:

- Increase in rent collection rate
- Decrease in the number of unsubsidized extremely low-income tenants



### TIMELINE:

2-5 Years



### COLLABORATING AGENCY:

MOHCD, HSH  
SF Housing Authority  
SF Planning



### **Case Study: El Dorado Apartments**

The El Dorado Apartments is a 57-unit single room occupancy (SRO) residential building located in San Francisco's South of Market neighborhood (150 9th Street), built around 1908 and last significantly updated in 1990. The building is a four-story wood-framed structure, approx. 26,620 sf, with a large subterranean basement (utilities and the maintenance shop); ground level with services offices, a community room, and storage areas; and residential units with shared bathrooms and toilet rooms, as well as additional offices and a common living area and kitchen, located on the second, third, and fourth floors, all accessible only by stairs.

As a Joint Venture, Conrad House, Inc. and The John Stewart Company (Sponsor) applied under MOHCD's 2023 ENP NOFA and received a preliminary award of \$4M to rehabilitate The El Dorado Hotel (to be renamed El Dorado Apartments and referred to as El Dorado, Project). The Sponsor applied for 9% tax credits to undertake a significant rehabilitation of the building in order to maintain habitability, enhance living quality, and expand the space available to services and resident interaction. The rehabilitation will result in a new unit mix of 39 SRO units and 23 studio units with private baths, for a total of 62 units post-rehab. All units will have kitchenettes. The building will also add an elevator and new common spaces.

El Dorado Apartments  
Source: Conrad House





### H3: Expand Access to Supportive Resources for Affordable Housing Residents

Enhance integrated behavioral health and substance use treatment services to support PSH and SRO residents by improved connections to external care and service provider systems in the neighborhood as well as increasing on-site services where appropriate.

#### KEY ACTIONS:

- H3-1. Support use of CalAIM and Medical-waivers by non-profit providers within the Tenderloin to serve residents of PSH & SROs for supportive services
- H3-2. Improve system efficiency to streamline access to clinical case management for residents with the highest needs in PSH and SROs

#### DESIRED IMPACTS:

- Increase of successful linkages of Tenderloin providers with Tenderloin residents
- Reduction of behavioral lease violations and non-payment of rent



#### TIMELINE:

2-5 Years



#### COLLABORATING AGENCY:

DPH, HSH, HSA

### H4: Improve and Increase Access to Affordable Housing for Families and Transitional Aged Youth

Advance the citywide pipeline of 100% affordable housing—including projects in the Tenderloin—to increase housing access for families with children, including but not limited to large immigrant households, with enhanced culturally responsive support. For Transitional Aged Youth, advance pipeline of 100% affordable housing citywide, particularly in high opportunity areas.

#### KEY ACTIONS:

- H4-1. Prioritize family housing for larger households for new affordable housing pipeline in the Tenderloin
- H4-2. Expand in language housing navigation services for Tenderloin residents to serve Tenderloin households including but not limited to Arabic, Tagalog, and Vietnamese.

#### DESIRED IMPACTS:

- Increase in the number of new affordable family housing apartments delivered
- Increase in housing applications from currently underserved Arabic, Tagalog, and Vietnamese speaking Households



#### TIMELINE:

5 Years +



#### COLLABORATING AGENCY:

MOHCD, State and Regional Funding Agencies



## **Case Study: TNDC Kelly Cullen Community x Cardea Health Wraparound Service**

Enhanced Care Permanent Supportive Housing (PSH) builds on traditional PSH by adding up to 24-hour clinical and caregiving support. At the DPH-funded pilot at Kelly Cullen Community—a 172-unit PSH building—Cardea Health, a home health care agency, provides services including skilled nursing, caregiving, medication management, and medical case management. These services adjust to meet tenants' changing needs. Enhanced Care PSH is supported by a Medi-Cal waiver under the Home and Community-Based Alternatives (HCBA) program, enabling on-site home health care. This model addresses the diverse, complex needs of PSH residents, promoting healthier, more stable lives in their community.

TNDC Kelly Cullen Community Center  
Source: TNDC





### **Case Study: 201 Turk Street**

201 Turk Street, developed in 1989 by the Chinatown Community Development Center (CCDC), is a 175-unit affordable housing development in San Francisco's Tenderloin neighborhood, with 35 two-bedroom units specifically designed for low-income families. At a time when the Tenderloin was dominated by single-room occupancy hotels, 201 Turk was one of the first projects to prioritize family housing, offering larger units with full kitchens, private bathrooms, and access to child-friendly community spaces. The building also includes on-site laundry, community rooms, and multilingual property management, fostering stability and inclusion for immigrant and working-class families. By providing rent at 30% of household income and integrating support services such as youth programming and ESL classes, 201 Turk has helped families avoid displacement and improve outcomes in education and community engagement.

### **Case Study: 555 Larkin Street**

555 Larkin is a new, 100% affordable housing building serving low-income families in the Tenderloin. Opened in 2022, the building was developed by Tenderloin Neighborhood Development Corporation (TNDC), who also serves as the building's property manager and services provider. The 8-story building prioritizes larger units for families, and features 23 studio units, 21 one-bedroom units, 50 two-bedroom units, and 14 three-bedroom units. Within the building's 108 units, 27 units are set aside for families with Section 8 vouchers. During the lease-up process, TNDC worked in partnership with the SRO Families United Collaborative and the San Francisco Housing Authority to relocate families living in undersized SRO units to the new, larger units at 555 Larkin (and support these families with a voucher). Ultimately, the team was able to place 16 families into units at 555 Larkin.



# Reflections from TCAP Staff

The grace, resilience, and beauty of the community have made this Tenderloin Community Action Plan possible. This is a place where all belong, welcomed, and celebrated, where Black culture and history is celebrated, the Muslim community is embraced, transgender youth find safe homes, young people find love and job opportunities, and seniors can get together to celebrate the Lunar New Year.

This is also a place where fentanyl is killing people on the streets, apartments can be infested with rats, women face domestic violence, and restaurants are struggling to stay open. There is no reason to have these problems in one of the wealthiest and most caring cities in the world.

The Tenderloin is a community that celebrates its culture and confronts the challenges with honesty and strength. There are tensions among community leaders over investment priorities—services, police, housing, parks, and more—but there is also a solid common ground: a healthy, caring, and vibrant community for everyone.

This plan is the product of this common ground. It gathers the voices, visions, and commitments of the Tenderloin. In one of San Francisco's most difficult economic moments, the community has come together, not just to react, but to lead. Their collective strength is the foundation of this plan.

The Tenderloin's story is still being written, and this Community Action Plan is a powerful move toward the future the community deserves.

**SF Planning Tenderloin Community Action Plan Team**



Photos

1. (top) Community Action Project Sponsors Cohort
2. (bottom) TCAP Community Open House, October 2023

# Appendix: TCAP Blueprint Outreach Process Summary

The Tenderloin Community Action Plan (TCAP) Investment Blueprint is the product of a sustained, community-led effort grounded in decades of community advocacy and lived experience. From its inception, TCAP has taken a community-led approach, with participatory budgeting serving as a key tool to elevate resident voices, direct investments and build community leadership and capacity.

**TCAP Outreach Partners** -- In line with TCAP's mission to turn the Tenderloin community's voice into action, \$300,000 of the Mayor's \$4 million allocation was dedicated to supporting the development of a unified voice advocating for practical solutions, effective strategies and investments. TNDC was selected to lead this effort and brought on four trusted community organizations representing diverse voices of the community: Glide Memorial Church, Chinatown Community Development Center (CCDC), the Tenderloin Community Benefit District (TLCBD), and St. Anthony's Foundation.

Meeting biweekly since May 2024, these outreach partners have focused on coordinating group priorities into joint short-term advocacy, facilitating new working groups, and cultivating a unified voice through long-term community leadership. The outreach partners also developed the outreach framework that

guided engagement efforts for the Blueprint public vetting process. They led the public review phase by organizing and facilitating community presentations, focus groups, and other community conversations.

This community-led engagement process was further bolstered by ongoing TCAP staff liaising in community meetings, creating continuous channels for feedback and collaboration. Community leadership, outreach and engagement that shaped the blueprint are summarized in two phases: **1)** community-driven process that shaped the initial draft of the Investment Blueprint; and **2)** targeted engagement designed and led by TCAP Outreach partners that helped refine and complete the final draft.

## Phase I: TCAP General Outreach Informed the First Draft of Blueprint

TCAP includes three major components: first, implementing community action projects resulted from the participatory budgeting process; second, advancing four strategic priorities towards investment including: small business support, youth investments, public space improvements and activation, and activating housing priorities; and finally, building a sustained community leadership for advocacy. Community outreach efforts supporting these three areas of work, as described below, helped inform the development of the blueprint's first draft.

## Community Survey

The Tenderloin community worked in partnership with the San Francisco Planning Department for many years. In 2021, with support from the Planning Department, local community organizations and resident groups led a neighborhood-wide survey in English, Chinese, Spanish, Tagalog, and Vietnamese. The results identified a set of priorities rooted in community input, calling for targeted community-driven interventions in arts and culture, economic development, environmental justice, transportation, and community and pedestrian safety. The results provided important lessons for the community and TCAP staff.

## Participatory Budgeting

In June 2022, the City approved a \$4 million investment in the Tenderloin neighborhood to support community-led solutions, with \$3.5 million allocated through the neighborhood's first participatory budgeting process. A Community Stakeholder Group of over 100 Tenderloin residents and organizational representatives guided this effort, collaborating with City agencies to issue project proposal calls and co-develop evaluation criteria. Multilingual workshops held in November 2022—with interpretation in Spanish, Chinese, Tagalog, Vietnamese, and Arabic—ensured broad and inclusive participation across the neighborhood's diverse communities.

When voting launched in December 2023, TCAP staff produced a multilingual Voter Guide and partnered with local service providers to distribute outreach materials in schools, parks, SROs, and housing sites. Engagement efforts included social media campaigns, staffed voting stations, participation in eight community events, outreach to 51 local businesses, and a dedicated voting hotline. Roughly 1,400 Tenderloin residents and workers cast votes, resulting in the selection of 21 Community Action Projects addressing priorities such as street stewardship, public space improvements, youth programs, wellness initiatives, and small business support.

### **Community Action Project Cohort**

This cohort brought together the sponsors and leads of the 21 Community Action Projects selected through participatory budgeting. UWBA and TCAP staff, with support from TNDC, organized 4 quarterly meetings to foster collaboration, peer learning, and shared celebration of implementation milestones. These convenings also helped identify shared priorities amongst these community leaders and the communities they represent.

### **Strategic Priorities Working Groups**

#### **• TCAP Public Space Working Group**

As an advisory body, the Public Space Working Group plays a key role in shaping TCAP's strategic priorities around public space improvements in the Tenderloin. TCAP outreach partners, in collaboration with

TCAP staff, co-developed selection criteria and led a robust community engagement process to recruit members. From a pool of 30 applicants, 16 members were selected. The cohort reflects Tenderloin's rich diversity and intentionally includes voices often excluded from urban design, such as youth, seniors, artists, people with disabilities, street ambassadors, and those with lived experience of homelessness.

Since June 2024, the group has met monthly to explore topics such as alley revitalization, placemaking along commercial corridors, activation of underutilized spaces for recreation, and the creation of safe zones for children. Community ideas and suggestions and feedback were formulated into the public space strategies in the TCAP investment blueprint.

#### **• Tenderloin Youth Service Gap Analysis**

The participatory budgeting process underlined the need for investing in youth services as a priority for the Tenderloin community. Multiple projects directly serving the youth in the neighborhood received top votes from the community such as Elm Alley Play Street, Teen Drop-in Center, as well as Family Housing Tutoring Program.

As these projects moved toward implementation in late 2023, conversations with local youth-serving organizations and stakeholders revealed deeper structural gaps in services. In response, TCAP staff launched a Youth Service Gap Analysis to inform both the community and City

decision-makers. Outreach efforts included:

- 5 one-on-one interviews with youth service providers
- 1 focus group with connected teens
- 1 focus group with disconnected teens
- 2 focus groups with connected Transitional Age Youth (TAY)
- 3 interviews with disconnected TAY
- 2 parent focus groups with Spanish- and Arabic-speaking families

This process identified seven major challenges facing youth and TAY in the Tenderloin, along with six strategies that directly informed the TCAP Investment Blueprint.

#### **• TCAP Small Business Stakeholder Engagement**

Small business support emerged as another top community priority during participatory budgeting, with \$380,000 allocated to this focus area, which leveraged an additional \$275,000 from OEWD. Between July and September 2023, TCAP and the Office of Economic and Workforce Development (OEWD) hosted three community workshops, met with the Tenderloin Business Coalition, and engaged business owners across a range of cultural and linguistic communities.

Through these discussions, stakeholders advocated for a concentrated investment strategy that could deliver deeper, long-term impact. Larkin Street was identified as a priority corridor, and three programs were co-developed in response. Ongoing feedback from business owners and lessons



learned during implementation directly shaped refinements to these programs and informed the TCAP Investment Blueprint.

- **Activating Housing Priorities in the Tenderloin**

Over the past several years, multiple initiatives have been undertaken to identify and understand housing priorities in the Tenderloin. These efforts have aimed to ensure that community voices—particularly those of residents—inform housing policy, planning, and development. Key efforts include Tenderloin Vision 2020, TCAP 2021 Community Survey, Housing Element, Housing by the Bay.

As part of a concerted effort for Housing Element Implementation for equity communities, TCAP staff uplifted Tenderloin housing priorities identified through above plans, and further vetted them through additional targeted outreach with housing providers within the neighborhood. The results highlighted the top housing priorities for the Tenderloin which informed the first draft of the blueprint.

### ***Community Voice Landscape***

Beyond structured outreach by TCAP partners and Planning Department staff, the TCAP team has consistently embedded itself in ongoing community dialogue. Over the past two years, staff have participated in more than 17 recurring community-led meetings including: Tenderloin People's Congress, District 5 State of the Streets, Community Police Advisory Board, TL

Afterschool Collaborative, 300 Ellis Block Group, O'Farrell Neighborhood Group 100 Block of Golden Gate Public Safety Group, and Glide TL Land Use Committee, Public Space Working Group, Tenderloin State of the Streets, Golden Gate Greenway Coalition and more.

In addition, on October 5, 2023, TNDC and TCAP staff hosted a community event featuring a comprehensive presentation of the team's work, followed by an open house where Community Action Project sponsors connected with attendees. Community members also shared input on investment priorities across the four strategic priority areas.

### ***Tenderloin Executive Directors Meeting***

In early 2024, TCAP staff were invited to facilitate the Tenderloin Executive Directors Group—a self-organized coalition of nonprofit leaders committed to aligning their efforts around shared priorities for the neighborhood in preparation for budget advocacy. The group includes leadership from the TLCBD, Tenderloin Boys & Girls Club, TNDC, CCDC, Curry Senior Center, Glide Memorial Church, Code Tenderloin, St. Anthony's Foundation, Southeast Asian Development Center, and Larkin Street Youth Services.

Over the course of 14 monthly meetings, this group has taken deliberate steps to align their advocacy and present a unified voice in support of the Tenderloin. They built consensus around shared priorities,

advocated for coordinated actions that reflect the community's needs. In 2024, they submitted a letter to the Mayor's Office urging the City to make the Tenderloin as one of its top three budget priorities, adopt a zero-budget cut policy, and commit to a recurring \$4 million investment. In 2025, they followed up with a second joint letter advocating four core priorities—eliminating the open-air drug trade, improving cleanliness, strengthening services, and expanding placemaking and public space investments—which also informed the first draft of the Blueprint.

### ***Phase II: TCAP Outreach Partners Led Outreach to Finalize the First Draft***

#### ***Planning Commission Informational Hearing***

On November 14, 2024, TCAP staff presented at an informational hearing before the San Francisco Planning Commission to present the TCAP Impact Report and launch the public review process for the first draft of the Blueprint. TCAP received strong support from both the Tenderloin community and from members of the Planning Commission. This hearing marked the official launch of the public review process for the initial draft Blueprint.

The public review process was designed by the TCAP outreach partners to ensure broad community input and representation, and that the community-led Blueprint continues to reflect the evolving needs and collective vision of the community.

### *TCAP Outreach Partners Evaluation*

After the Planning Commission hearing, over a series of meetings, TCAP outreach partners led a rigorous evaluation process of the first draft to prepare for community presentation. Partners assessed each proposed priority using detailed criteria, including the breadth of community support—from both groups and individual residents—and alignment with TCAP’s focus areas. They also considered factors like winnability, potential unintended consequences, whether a topic required deeper discussion in a focus group beyond what was captured during the field scan, and whether a clear organizational “owner” could lead or support implementation. This careful process helped ensure that the Blueprint reflects community needs and priorities.

### *Discussions with Community Groups*

TCAP outreach partners ran a scan of community-organized meetings and identified 24 regularly convening community groups within the Tenderloin. Of these, TCAP and Planning Department staff engaged directly with 17 groups by presenting the Draft Investment Blueprint and facilitating structured discussions with group representatives to gather meaningful input. Efforts were made to contact representatives from the remaining seven groups; however, these groups were either no longer active or not meeting during the outreach period, limiting opportunities for engagement.

Each group was asked to focus on two

priority areas most relevant to their work or of their concerns. These meetings—hosted both long-standing organizations and grassroots groups—provided opportunities to gather feedback, and ensure the Blueprint reflects the diverse priorities of the Tenderloin community. These groups include:

- TCAP Public Space Working Group (01/14/2025)
- Tenderloin Filipino Community Association (01/25/2025)
- Tenderloin Chinese Rights Association (01/31/2025)
- Delivering Innovation in Supportive Housing (DISH) (02/10/2025)
- Tenderloin People’s Congress (02/11/2025)
- TL Block Safety Group - 100 Golden Gate Ave (02/14/2025)
- Vision 2020 (02/19/2025)
- Tenderloin Food Policy Council (02/25/2024)
- Glide Social Justice Academy (03/05/2025)
- 201 Turk ELS Class (03/04/2025)
- Glide Know Your Rights Workshop (03/19/2025)
- Tenderloin Afterschool Program Collaborative (03/21/2024)
- TLCBD Transitional-Age Youth Group (03/21/2025)
- Wu Yee Children’s Services (03/25/2025)
- 600 O’Farrell Block Group (03/26/2025)
- Tenderloin Business Coalition (04/03/2025)
- Tenderloin Executive Directors Group (monthly)

### *Community Open House*

On February 5, 2025, SF Planning with support from TCAP outreach partners hosted a community open house to share the Investment Blueprint strategies with the broader Tenderloin community. Around

50 attendees participated in topic-based breakout groups. Each breakout group was hosted and facilitated by an outreach partner, and the broader community had the opportunity to reflect on the proposed strategies and actions, and offered feedback based on their lived experiences and priorities. To ensure inclusive participation, interpretation was provided in Vietnamese, Chinese, Spanish, and Arabic.

### *Focus Groups*

The scan of community-organized groups by TCAP partners highlighted voices and groups who are less represented in outreach and advocacy. As a result, four focus groups were organized to bridge the gaps.

- Vietnamese-speaking focus group with Southeast Asian Community Center (03/11/2025)
- Black residents focus group with Code Tenderloin (03/21/2025)
- Thai-speaking focus group with Southeast Asian Development Center (03/25/2025)
- Small business stakeholder group (04/14/2025)



TCAP Blueprint Community Open House



# Acknowledgements

Thank you to all City Agencies and Community Organizations that contributed to and participated in the TCAP process in the past three years.

## Community Outreach Partners

- Tenderloin Neighborhood Development Corporation
- Chinatown Community Development Center
- Tenderloin Community Benefit District
- St. Anthony Foundation
- GLIDE Memorial Church

## Thanks to:

Curtis Bradford for his tireless leadership in coordinating TCAP outreach partners, collaborating with TCAP staff, and empowering residents to advocate on behalf of the Tenderloin community.

A group of dedicated Executive Directors and community leaders meeting monthly to build consensus, including

- David Knego (Curry Senior Center)
- Del Seymour (Tenderloin Blackness)
- Donna LaSala (Glide)
- Donna Hillard (Code Tenderloin)
- Gina Fromer (Glide)
- Jennifer Dolin (TNDC)
- Judy Young (SEADC)
- Kate Robinson (TLCBD)
- Katie Lamont (TNDC)
- Larry Kwan (St. Anthony's)
- Mike Vuong (Boys & Girls Club)
- Sherilyn Adams (Larkin Street Youth)
- Soha Abdou (CCDC)

## Community Organization Partners

- Bill Sorro Housing Program
- Central City SRO Collaborative
- Chinatown Community Development Center
- Civic Center Community Benefit District
- Code Tenderloin
- Curry Senior Center
- GLIDE Memorial Church
- Iftar Coalition
- Iman Network
- Luggage Store Gallery
- La Cocina
- La Voz Latina
- Lower Polk Community Benefit District
- Mid-Market Foundation
- New Community Leadership Foundation
- San Francisco Community Health Center
- Southeast Asian Community Center
- Southeast Asian Development Center
- Tenderloin Block (Safety) Groups
- Tenderloin Business Coalition
- Tenderloin Clubhouse - Boys & Girls Club
- Tenderloin Community Benefit District
- Tenderloin Community Elementary School
- Tenderloin Housing Clinic
- Tenderloin Merchants Association
- Tenderloin Museum
- Tenderloin Neighborhood Development Corporation
- Tenderloin People's Congress
- Tenderloin Walking Tour
- The Salvation Army Kroc Center
- St. Anthony Foundation

- Transgender Cultural District
- United Way Bay Area

## City Agency Partners

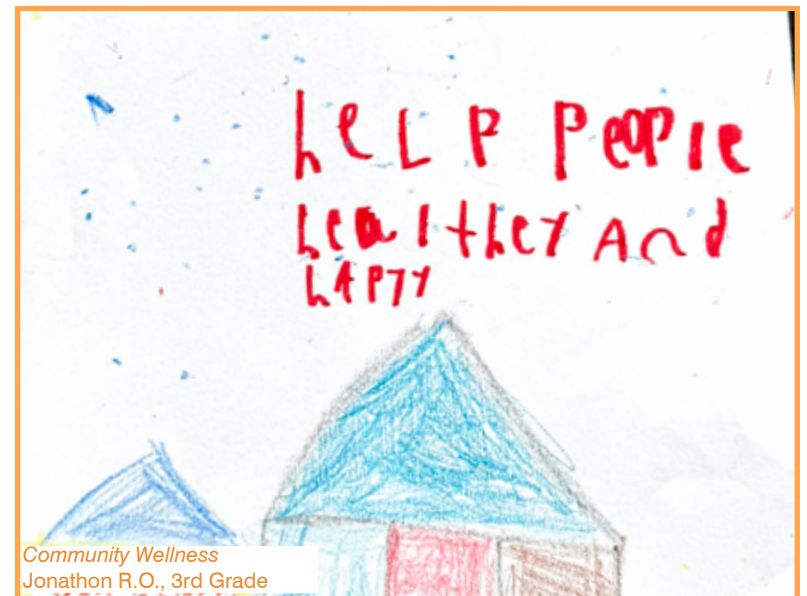
- Department of Children, Youth & Their Families
- Department of Emergency Management
- Department of Human Services Agency
- Department of Public Health
- Department of Public Works
- Homelessness and Supportive Housing
- Mayor's Office of Housing and Community Development
- Office of Economic and Workforce Development
- San Francisco Municipal Transportation Agency
- San Francisco Police Department
- San Francisco Recreation & Parks Department
- The Office of District 5 Supervisor Bilal Mahmood

## San Francisco Planning Department

Rich Hillis, Director of Planning  
Miriam Chion, Director of Community Equity  
Kimia Haddadan  
Shijia Lu  
Aseel Fara  
Ilaria Salvadori  
Tolu Atoyebi  
Kris Romasanta  
Andrea Nelson (Former)  
Kamene Ogidi (Former)

# Tenderloin Community School Art Club Exhibit

We asked students to envision what a better Tenderloin could look like. The following drawings reflect their hopes, ideas, and creativity.









**San Francisco Planning Department**  
49 South Van Ness Avenue Suite 1400  
San Francisco, CA 94103-3114  
[sfplanning.org](http://sfplanning.org)