

BOARD of SUPERVISORS



City Hall
1 Dr. Carlton B. Goodlett Place, Room 244
San Francisco 94102-4689
Tel. No. (415) 554-5184
Fax No. (415) 554-5163
TDD/TTY No. (415) 554-5227

MEMORANDUM

TO: Michael Lambert, City Librarian, Library Dept.

FROM: Victor Young, Assistant Clerk *Victor Young*

DATE: April 8, 2024

SUBJECT: LEGISLATION INTRODUCED

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

File No. 240332

Ordinance amending the Administrative Code to establish the Library Read to Recovery Program to provide at the Main Library and all Library branches free written materials and books from mutual-help programs, for individuals who seek recovery from substance-use disorders and non-substance-related addictive disorders.

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

c: Almer Castillo, Library Department



City and County of San Francisco

Master Report

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

File Number: 240332 **File Type:** Ordinance **Status:** 30 Day Rule

Enacted: _____ **Effective:** _____

Version: 1 **In Control:** Rules Committee

File Name: Administrative Code - Library Read to Recovery Program **Date Introduced:** 04/02/2024

Requester: _____ **Cost:** _____ **Final Action:** _____

Comment: _____ **Title:** Ordinance amending the Administrative Code to establish the Library Read to Recovery Program to provide at the Main Library and all Library branches free written materials and books from mutual-help programs, for individuals who seek recovery from substance-use disorders and non-substance-related addictive disorders.

Sponsors: Dorsey;
Mandelman,
Stefani and
Engardio

History of Legislative File 240332

Ver	Acting Body	Date	Action	Sent To	Due Date	Result
1	President	04/02/2024	ASSIGNED UNDER 30 DAY RULE	Rules Committee	05/02/2024	

1 [Administrative Code - Library Read to Recovery Program]

2

3 **Ordinance amending the Administrative Code to establish the Library Read to**
 4 **Recovery Program to provide at the Main Library and all Library branches free written**
 5 **materials and books from mutual-help programs, for individuals who seek recovery**
 6 **from substance-use disorders and non-substance-related addictive disorders.**

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

11

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

13

14 Section 1. The Administrative Code is hereby amended by adding Chapter 123A,
 15 consisting of Sections 123A.1, 123A.2, 123A.3, and 123A.4, to read as follows:

16 **CHAPTER 123A: LIBRARY READ TO RECOVERY PROGRAM**

17 **SEC. 123A.1. FINDINGS.**

18 (a) San Francisco's staggering loss of life due to accidental drug overdoses is a public health
 19 calamity unseen in our City since the height of the AIDS crisis, with 2023's death toll of 811 total
 20 overdoses marking, as of then, the deadliest year attributable to illicit drug use in San Francisco
 21 history.

22 (b) As part of its response to this multi-dimensional crisis, San Francisco must find new and
 23 innovative ways both to support and enlist the support of its large, diverse, and vibrant recovery
 24 community, which has an essential and largely under-leveraged role to play in this crisis, to not merely
 25 save more lives but change them for the better.

1 (c) Although frequently overlooked in the local, state, and national contexts of a new and
2 unprecedented fentanyl-driven drug crisis, alcohol-related afflictions among adults and adolescents
3 remain a leading preventable cause of death nationwide, as well as in San Francisco, lagging only
4 slightly behind tobacco and illegal drugs.

5 (d) Mutual-help recovery programs, including many modeled on the 12-Step approach
6 pioneered by Alcoholics Anonymous (AA), are the most numerically successful interventions ever
7 devised for recovery from alcoholism and addictions. For example, AA’s global reach was estimated
8 as of 2023 to include some two million members, in more than 118,000 groups, spanning 180 nations.
9 As of 2023, Narcotics Anonymous (NA) boasted more than 70,000 weekly meetings in 144 countries. A
10 multitude of 12-step recovery traditions meet weekly in groups convened throughout San Francisco.

11 (e) Peer-reviewed research has found Twelve-Step Facilitation (TSF) to be more effective than
12 many other treatments for increasing abstinence from alcohol and addictive substances and reducing
13 intensity of use, with high-quality evidence suggesting that the approach also realizes substantial
14 healthcare cost-savings among those with substance use disorders.

15 (f) Recent years have also witnessed significant growth in non-12-step, peer-run recovery
16 groups, such as LifeRing Secular Recovery, which has included weekly meetings in San Francisco City
17 Hall; Recovery Dharma, which is based on traditional Buddhist teachings and encourages meditation
18 practices; and SMART Recovery (an acronym for “Self Management and Recovery Training”), which
19 is an evidenced-informed recovery method grounded in Rational Emotive Behavioral Therapy (REBT)
20 and Cognitive Behavioral Therapy (CBT) to support individuals with substance dependencies or
21 problem behaviors.

22 (g) San Francisco boasts an enormously vibrant and supportive recovery community, with
23 more than 560 weekly AA meetings within the city limits alone, and dozens more meetings, including
24 in-person, online, and hybrid meetings, that span Narcotics Anonymous, Crystal Meth Anonymous, and
25 other 12-step and non-12-step recovery traditions, with many people in recovery benefiting from more

1 than one program. The strength of San Francisco’s recovery community can additionally be found in
2 its longtime support of non-profit facilities open to a multitude of abstinence-based recovery traditions,
3 which include the Dry Dock on Greenwich Street at Fillmore Street in the Cow Hollow neighborhood,
4 and the Castro Country Club on 18th Street at Castro Street.

5 (h) Abstinence-based recovery from substance- and alcohol-use disorders holds enduring
6 promise exhibited by few other chronic health conditions, according to one meta-analysis of decades of
7 studies, which notes that for individuals who maintain abstinence from addictive substances for four to
8 five years, their “risk of relapse drops below 15 percent, the level of risk that people in the general
9 population have of developing a substance use disorder in their lifetime.” See U.S. Department of
10 Health and Human Services, Office of the Surgeon General, “Facing Addiction in America: The
11 Surgeon General’s Report on Alcohol, Drugs, and Health,” Washington, DC: HHS, November 2016.

12 (i) Written materials and books are a foundational element in most mutual-help recovery
13 traditions, and there is a compelling societal interest in lowering barriers to access to these resources,
14 both in terms of cost and language access. Animated by this societal interest and the imperative of an
15 unprecedented public health crisis, the Read to Recovery program is a groundbreaking step making
16 San Francisco the first major U.S. city to offer free-to-keep universal access to written materials for
17 programs serving those who seek to recover or maintain recovery from substance-use disorders,
18 alcohol-use disorders, non-substance-related addictive disorders, and their related co-dependencies.

19 (j) In the General Election of November 8, 2022, more than 82% of San Francisco voters
20 supported Proposition F, which renewed for another 25 years (through June 2048) the Library
21 Preservation Fund, and specifically added authorization for the fund to be used to “acquire books and
22 other materials and equipment.”

23 (k) Since the soft-launch of a pilot program in April 2023 through February 2024, Read to
24 Recovery has shown great success in a limited rollout, distributing more than 3,000 books in support of
25 San Francisco residents’ recovery journeys.

1 **SEC. 123A.2. DEFINITIONS.**

2 *For purposes of this Chapter 123A, the following definitions shall apply:*

3 *“City Librarian” means the City Librarian or the City Librarian’s designee.*

4 *“Library” means the San Francisco Public Library.*

5 *“Mutual-Help Program” means a program comprised of a group of people who share a*
6 *problem, such as a substance-use disorder or non-substance-related addictive disorder, and come*
7 *together to provide problem-specific help and support to one another. Mutual-Help Programs may*
8 *include, but are not limited to, Alcoholics Anonymous, Al-Anon, Cocaine Anonymous, Co-Dependents*
9 *Anonymous, Compulsive Eaters Anonymous, Crystal Meth Anonymous, Gamblers Anonymous, Gaming*
10 *Addicts Anonymous, Heroin Anonymous, LifeRing Secular Recovery, Narcotics Anonymous, Overeaters*
11 *Anonymous, Recovery Dharma, Self Management and Recovery Training (SMART Recovery), and Sex*
12 *and Love Addicts Anonymous.*

13 *“Read to Recovery Program” means a program through which the Library provides free-to-*
14 *keep written materials and books from Mutual-Help Programs for individuals who seek to recover or*
15 *maintain recovery from substance-use disorders and non-substance-related addictive disorders.*

16 **SEC. 123A.3. READ TO RECOVERY PROGRAM.**

17 *(a) Program Outline. The Library shall establish the Read to Recovery Program, through*
18 *which the Library shall make available to the public a wide selection of written materials and books*
19 *from Mutual-Help Programs for recovery from substance-use disorders and non-substance-related*
20 *addictive disorders. Written materials and books offered through the Read to Recovery Program shall*
21 *be available in all languages, as reasonably available to the Library for acquisition and distribution.*
22 *No Library membership card may be required for an individual to obtain written materials and books*
23 *offered through the Read to Recovery Program, and such written materials and books shall be free to*
24 *keep.*

1 **(b) Implementation.** *The Library shall implement the Read to Recovery Program under the*
2 *direction of the City Librarian, who may adopt rules and regulations that further the purposes of this*
3 *Chapter 123A. By no later than July 1, 2025, the Read to Recovery Program shall offer written*
4 *materials and books at each of its Library branch locations, in addition to the Main Branch of the*
5 *Library. Acquisition of written materials and books from Mutual-Help Programs shall be within the*
6 *purview and discretion of the City Librarian. Mention of a specific Mutual-Help Program in this*
7 *Chapter 123A does not bind the City Librarian to acquire written materials and books from that*
8 *organization, nor does failure to mention a Mutual-Help Program in this Chapter 123A preclude the*
9 *City Librarian from acquiring written materials and books from such an organization.*

10 **(c) Informational Campaign.** *The Library shall develop an informational campaign to educate*
11 *the public on the Read to Recovery Program. Such campaign shall include, but need not be limited to,*
12 *the use of print, online, social media, and public forums, and shall publicize the availability of free-to-*
13 *keep written materials and books from Mutual-Help Programs. All forms of public notice provided*
14 *pursuant to this subsection (c) shall comply with the requirements of the Language Access Ordinance,*
15 *Chapter 91 of the Administrative Code, to provide vital information about the Library’s program in the*
16 *languages spoken by a Substantial Number of Limited English Speaking Persons, as defined in Chapter*
17 *91.*

18 **SEC. 123A.4. UNDERTAKING FOR THE GENERAL WELFARE.**

19 *In enacting and implementing this Chapter 123A, the City is assuming an undertaking only to*
20 *promote the general welfare. It is not assuming, nor is it imposing on its officers and employees, an*
21 *obligation for breach of which it is liable in money damages to any person who claims that such breach*
22 *proximately caused injury.*

23 Section 2. Effective Date. This ordinance shall become effective 30 days after
24 enactment. Enactment occurs when the Mayor signs the ordinance, the Mayor returns the
25

1 ordinance unsigned or does not sign the ordinance within ten days of receiving it, or the Board
2 of Supervisors overrides the Mayor’s veto of the ordinance.

3
4 APPROVED AS TO FORM:
5 DAVID CHIU, City Attorney

6 By: /s/ _____
7 JEN HUBER
8 Deputy City Attorney

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LEGISLATIVE DIGEST

[Administrative Code - Library Read to Recovery Program]

Ordinance amending the Administrative Code to establish the Library Read to Recovery Program to provide at the Main Library and all Library branches free written materials and books from mutual-help programs, for individuals who seek recovery from substance-use disorders and non-substance-related addictive disorders.

Existing Law

The Library Read to Recovery Program is a new initiative, which is not addressed by existing law.

Amendments to Current Law

The proposed ordinance adds Chapter 123A to the Administrative Code to establish the Library Read to Recovery Program. The ordinance would require the San Francisco Public Library to establish the Read to Recovery Program, through which the Library shall make available to the public a wide selection of written materials and books from mutual-help programs for recovery from substance-use disorders and non-substance-related addictive disorders. The ordinance would require that written materials and books offered through the Read to Recovery Program be free to keep and be made available in all languages, as reasonably available to the Library for acquisition and distribution. The ordinance would require the Library to offer written materials and books through the Read to Recovery Program at each of its Library branch locations, in addition to the Main Branch of the Library, by no later than July 1, 2025. The proposed ordinance also includes a requirement that the Library conduct a public informational campaign about the Read to Recovery Program.

Background Information

Written materials and books are a foundational element in most mutual-help recovery traditions, and there is a compelling societal interest in lowering access barriers to these resources. Given the societal interest and urgent imperative presented by a historically unprecedented public health crisis involving substance use disorder, the Read to Recovery Program would require San Francisco's Public Library to offer universal access to free-to-keep written materials and books for programs serving those who seek to recover or maintain recovery from substance-use disorders and non-substance-related addictive disorders.

Introduction Form

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



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

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

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

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

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

- Yes No

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

Sponsor(s):

Subject:

Long Title or text listed:

Signature of Sponsoring Supervisor:

From: [Ebadi, Mahanaz \(BOS\)](#)
To: [BOS Legislation, \(BOS\); HUBER, JEN \(CAT\)](#)
Cc: [Dorsey, Matt \(BOS\)](#)
Subject: Read to Recovery Ordinance for introduction on Tuesday April 2nd, 2024
Date: Monday, April 1, 2024 6:12:39 PM
Attachments: [Introduction Form - Read to Recovery.pdf](#)
[Legislative Digest - Read to Recovery \(Final\).DOCX](#)
[Ordinance re Read to Recovery - 4124 Final Approved Ordinance.DOCX](#)

Good Morning,

Attached for introduction is the following:

1. Ordinance – Read to Recovery
2. Accompanying Legislative Digest
3. Introduction form for legislation.

I am cc'ing DCA Jen Huber to confirm her signature.

Warmest Regards,
Mahanaz

From: [Huber, Jen \(CAT\)](#)
To: [BOS Legislation, \(BOS\)](#); [Ebadi, Mahanaz \(BOS\)](#); [BOS Legislation, \(BOS\)](#)
Cc: [Dorsey, Matt \(BOS\)](#)
Subject: RE: Read to Recovery Ordinance for introduction on Tuesday April 2nd, 2024
Date: Tuesday, April 2, 2024 10:24:17 AM
Attachments: [Ordinance re Read to Recovery - 4224 Final Approved.DOCX](#)

Good morning,

Please use this 4.2.24 version, which fixes a typo in the code language (deleted a repeated word). I am confirming approval as to form of the attached, and you may add my electronic signature.

Thank you,
Jen

Jen Huber (she/her)
Deputy City Attorney
Office of City Attorney David Chiu
(415) 554-4665 Direct
www.sfcityattorney.org

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

From: BOS Legislation, (BOS) <bos.legislation@sfgov.org>
Sent: Tuesday, April 2, 2024 9:47 AM
To: Ebadi, Mahanaz (BOS) <mahanaz.ebadi@sfgov.org>; BOS Legislation, (BOS) <bos.legislation@sfgov.org>; Huber, Jen (CAT) <Jen.Huber@sfcityatty.org>
Cc: Dorsey, Matt (BOS) <matt.dorsey@sfgov.org>
Subject: RE: Read to Recovery Ordinance for introduction on Tuesday April 2nd, 2024

Hi Mahanez,

Confirming receipt, but awaiting approval from Deputy City Attorney Jen Huber for use of her electronic signature and approval as to form for the attached Ordinance, by reply to this email, to complete this submission. Thank you in advance.

Best regards,
Jocelyn Wong
Legislative Clerk
San Francisco Board of Supervisors
1 Dr. Carlton B. Goodlett Place, Room 244
San Francisco, CA 94102

T: 415.554.7702 | F: 415.554.5163
jocelyn.wong@sfgov.org | www.sfbos.org

(VIRTUAL APPOINTMENTS) To schedule a “virtual” meeting with me (on Microsoft Teams), please ask and I can answer your questions in real time.

Click [HERE](#) to complete a Board of Supervisors Customer Service Satisfaction form.

The [Legislative Research Center](#) provides 24-hour access to Board of Supervisors legislation, and archived matters since August 1998.

***Disclosures:** Personal information that is provided in communications to the Board of Supervisors is subject to disclosure under the California Public Records Act and the San Francisco Sunshine Ordinance. Personal information provided will not be redacted. Members of the public are not required to provide personal identifying information when they communicate with the Board of Supervisors and its committees. All written or oral communications that members of the public submit to the Clerk's Office regarding pending legislation or hearings will be made available to all members of the public for inspection and copying. The Clerk's Office does not redact any information from these submissions. This means that personal information—including names, phone numbers, addresses and similar information that a member of the public elects to submit to the Board and its committees—may appear on the Board of Supervisors website or in other public documents that members of the public may inspect or copy.*

From: Ebadi, Mahanaz (BOS) <mahanaz.ebadi@sfgov.org>
Sent: Tuesday, April 2, 2024 9:44 AM
To: BOS Legislation, (BOS) <bos.legislation@sfgov.org>; HUBER, JEN (CAT) <Jen.Huber@sfcityatty.org>
Cc: Dorsey, Matt (BOS) <matt.dorsey@sfgov.org>
Subject: Re: Read to Recovery Ordinance for introduction on Tuesday April 2nd, 2024

Hi all,

Just wanted to follow up and see if this was received.

Warmest Regards,
Mahanaz

From: Ebadi, Mahanaz (BOS) <mahanaz.ebadi@sfgov.org>
Sent: Monday, April 1, 2024 6:12 PM
To: BOS Legislation, (BOS) <bos.legislation@sfgov.org>; HUBER, JEN (CAT) <Jen.Huber@sfcityatty.org>
Cc: Dorsey, Matt (BOS) <matt.dorsey@sfgov.org>
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From: [Logan, Sam \(BOS\)](#)
To: [Thongsavat, Adam \(BOS\)](#); [Bell, Tita \(BOS\)](#); [Ebadi, Mahanaz \(BOS\)](#); [BOS Legislation, \(BOS\)](#); [HUBER, JEN \(CAT\)](#)
Cc: [Dorsey, Matt \(BOS\)](#)
Subject: RE: Read to Recovery
Date: Tuesday, April 2, 2024 11:14:13 AM

Supervisor Stefani confirmed.

From: Thongsavat, Adam (BOS) <adam.thongsavat@sfgov.org>
Sent: Tuesday, April 02, 2024 11:14 AM
To: Bell, Tita (BOS) <Tita.Bell@sfgov.org>; Ebadi, Mahanaz (BOS) <mahanaz.ebadi@sfgov.org>; BOS Legislation, (BOS) <bos.legislation@sfgov.org>; HUBER, JEN (CAT) <Jen.Huber@sfcityatty.org>
Cc: Dorsey, Matt (BOS) <matt.dorsey@sfgov.org>; Logan, Sam (BOS) <sam.logan@sfgov.org>
Subject: Re: Read to Recovery

Mandelman confirmed.

From: Bell, Tita (BOS) <Tita.Bell@sfgov.org>
Sent: Tuesday, April 2, 2024 11:12:26 AM
To: Ebadi, Mahanaz (BOS) <mahanaz.ebadi@sfgov.org>; BOS Legislation, (BOS) <bos.legislation@sfgov.org>; HUBER, JEN (CAT) <Jen.Huber@sfcityatty.org>
Cc: Dorsey, Matt (BOS) <matt.dorsey@sfgov.org>; Thongsavat, Adam (BOS) <adam.thongsavat@sfgov.org>; Logan, Sam (BOS) <sam.logan@sfgov.org>
Subject: RE: Read to Recovery

Confirmed for Supervisor Engardio

Tita Bell

Chief of Staff
Office of Supervisor Joel Engardio
415-554-7460

From: Ebadi, Mahanaz (BOS) <mahanaz.ebadi@sfgov.org>
Sent: Tuesday, April 2, 2024 10:51 AM
To: BOS Legislation, (BOS) <bos.legislation@sfgov.org>; HUBER, JEN (CAT) <Jen.Huber@sfcityatty.org>
Cc: Dorsey, Matt (BOS) <matt.dorsey@sfgov.org>; Thongsavat, Adam (BOS) <adam.thongsavat@sfgov.org>; Bell, Tita (BOS) <Tita.Bell@sfgov.org>; Logan, Sam (BOS) <sam.logan@sfgov.org>
Subject: Read to Recovery

Hi All,

Please see the revised introduction form with the updated co-sponsors. I have also cc'd each legislative aide to provide written confirmation as well.

Warmest Regards,
Mahanaz

From: [Thongsavat, Adam \(BOS\)](#)
To: [Bell, Tita \(BOS\)](#); [Ebadi, Mahanaz \(BOS\)](#); [BOS Legislation, \(BOS\)](#); [HUBER, JEN \(CAT\)](#)
Cc: [Dorsey, Matt \(BOS\)](#); [Logan, Sam \(BOS\)](#)
Subject: Re: Read to Recovery
Date: Tuesday, April 2, 2024 11:13:44 AM

Mandelman confirmed.

From: Bell, Tita (BOS) <Tita.Bell@sfgov.org>
Sent: Tuesday, April 2, 2024 11:12:26 AM
To: Ebadi, Mahanaz (BOS) <mahanaz.ebadi@sfgov.org>; BOS Legislation, (BOS) <bos.legislation@sfgov.org>; HUBER, JEN (CAT) <Jen.Huber@sfcityatty.org>
Cc: Dorsey, Matt (BOS) <matt.dorsey@sfgov.org>; Thongsavat, Adam (BOS) <adam.thongsavat@sfgov.org>; Logan, Sam (BOS) <sam.logan@sfgov.org>
Subject: RE: Read to Recovery

Confirmed for Supervisor Engardio

Tita Bell

Chief of Staff
Office of Supervisor Joel Engardio
415-554-7460

From: Ebadi, Mahanaz (BOS) <mahanaz.ebadi@sfgov.org>
Sent: Tuesday, April 2, 2024 10:51 AM
To: BOS Legislation, (BOS) <bos.legislation@sfgov.org>; HUBER, JEN (CAT) <Jen.Huber@sfcityatty.org>
Cc: Dorsey, Matt (BOS) <matt.dorsey@sfgov.org>; Thongsavat, Adam (BOS) <adam.thongsavat@sfgov.org>; Bell, Tita (BOS) <Tita.Bell@sfgov.org>; Logan, Sam (BOS) <sam.logan@sfgov.org>
Subject: Read to Recovery

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To: [Ebadi, Mahanaz \(BOS\)](#); [BOS Legislation, \(BOS\)](#); [HUBER, JEN \(CAT\)](#)
Cc: [Dorsey, Matt \(BOS\)](#); [Thongsavat, Adam \(BOS\)](#); [Logan, Sam \(BOS\)](#)
Subject: RE: Read to Recovery
Date: Tuesday, April 2, 2024 11:12:28 AM

Confirmed for Supervisor Engardio

Tita Bell

Chief of Staff
Office of Supervisor Joel Engardio
415-554-7460

From: Ebadi, Mahanaz (BOS) <mahanaz.ebadi@sfgov.org>
Sent: Tuesday, April 2, 2024 10:51 AM
To: BOS Legislation, (BOS) <bos.legislation@sfgov.org>; HUBER, JEN (CAT) <Jen.Huber@sfcityatty.org>
Cc: Dorsey, Matt (BOS) <matt.dorsey@sfgov.org>; Thongsavat, Adam (BOS) <adam.thongsavat@sfgov.org>; Bell, Tita (BOS) <Tita.Bell@sfgov.org>; Logan, Sam (BOS) <sam.logan@sfgov.org>
Subject: Read to Recovery

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[Administrative Code - Library Read to Recovery Program]

Ordinance amending the Administrative Code to establish the Library Read to Recovery Program to provide at the Main Library and all Library branches free written materials and books from mutual-help programs, for individuals who seek recovery from substance-use disorders and non-substance-related addictive disorders.

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

Section 1. The Administrative Code is hereby amended by adding Chapter 123A, consisting of Sections 123A.1, 123A.2, 123A.3, and 123A.4, to read as follows:

CHAPTER 123A: LIBRARY READ TO RECOVERY PROGRAM

SEC. 123A.1. FINDINGS.

(a) San Francisco's staggering loss of life due to accidental drug overdoses is a public health calamity unseen in our City since the height of the AIDS crisis, with 2023's death toll of 811 total overdoses marking, as of then, the deadliest year attributable to illicit drug use in San Francisco history.

(b) As part of its response to this multi-dimensional crisis, San Francisco must find new and innovative ways both to support and enlist the support of its large, diverse, and vibrant recovery community, which has an essential and largely under-leveraged role to play in this crisis, to not merely save more lives but change them for the better.

1 (c) Although frequently overlooked in the local, state, and national contexts of a new and
2 unprecedented fentanyl-driven drug crisis, alcohol-related afflictions among adults and adolescents
3 remain a leading preventable cause of death nationwide, as well as in San Francisco, lagging only
4 slightly behind tobacco and illegal drugs.

5 (d) Mutual-help recovery programs, including many modeled on the 12-Step approach
6 pioneered by Alcoholics Anonymous (AA), are the most numerically successful interventions ever
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9 As of 2023, Narcotics Anonymous (NA) boasted more than 70,000 weekly meetings in 144 countries. A
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11 (e) Peer-reviewed research has found Twelve-Step Facilitation (TSF) to be more effective than
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13 intensity of use, with high-quality evidence suggesting that the approach also realizes substantial
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15 (f) Recent years have also witnessed significant growth in non-12-step, peer-run recovery
16 groups, such as LifeRing Secular Recovery, which has included weekly meetings in San Francisco City
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22 (g) San Francisco boasts an enormously vibrant and supportive recovery community, with
23 more than 560 weekly AA meetings within the city limits alone, and dozens more meetings, including
24 in-person, online, and hybrid meetings, that span Narcotics Anonymous, Crystal Meth Anonymous, and
25 other 12-step and non-12-step recovery traditions, with many people in recovery benefiting from more

1 than one program. The strength of San Francisco’s recovery community can additionally be found in
2 its longtime support of non-profit facilities open to a multitude of abstinence-based recovery traditions,
3 which include the Dry Dock on Greenwich Street at Fillmore Street in the Cow Hollow neighborhood,
4 and the Castro Country Club on 18th Street at Castro Street.

5 (h) Abstinence-based recovery from substance- and alcohol-use disorders holds enduring
6 promise exhibited by few other chronic health conditions, according to one meta-analysis of decades of
7 studies, which notes that for individuals who maintain abstinence from addictive substances for four to
8 five years, their “risk of relapse drops below 15 percent, the level of risk that people in the general
9 population have of developing a substance use disorder in their lifetime.” See U.S. Department of
10 Health and Human Services, Office of the Surgeon General, “Facing Addiction in America: The
11 Surgeon General’s Report on Alcohol, Drugs, and Health,” Washington, DC: HHS, November 2016.

12 (i) Written materials and books are a foundational element in most mutual-help recovery
13 traditions, and there is a compelling societal interest in lowering barriers to access to these resources,
14 both in terms of cost and language access. Animated by this societal interest and the imperative of an
15 unprecedented public health crisis, the Read to Recovery program is a groundbreaking step making
16 San Francisco the first major U.S. city to offer free-to-keep universal access to written materials for
17 programs serving those who seek to recover or maintain recovery from substance-use disorders,
18 alcohol-use disorders, non-substance-related addictive disorders, and their related co-dependencies.

19 (j) In the General Election of November 8, 2022, more than 82% of San Francisco voters
20 supported Proposition F, which renewed for another 25 years (through June 2048) the Library
21 Preservation Fund, and specifically added authorization for the fund to be used to “acquire books and
22 other materials and equipment.”

23 (k) Since the soft-launch of a pilot program in April 2023 through February 2024, Read to
24 Recovery has shown great success in a limited rollout, distributing more than 3,000 books in support of
25 San Francisco residents’ recovery journeys.

1 **SEC. 123A.2. DEFINITIONS.**

2 *For purposes of this Chapter 123A, the following definitions shall apply:*

3 “City Librarian” means the City Librarian or the City Librarian’s designee.

4 “Library” means the San Francisco Public Library.

5 “Mutual-Help Program” means a program comprised of a group of people who share a
6 problem, such as a substance-use disorder or non-substance-related addictive disorder, and come
7 together to provide problem-specific help and support to one another. Mutual-Help Programs may
8 include, but are not limited to, Alcoholics Anonymous, Al-Anon, Cocaine Anonymous, Co-Dependents
9 Anonymous, Compulsive Eaters Anonymous, Crystal Meth Anonymous, Gamblers Anonymous, Gaming
10 Addicts Anonymous, Heroin Anonymous, LifeRing Secular Recovery, Narcotics Anonymous, Overeaters
11 Anonymous, Recovery Dharma, Self Management and Recovery Training (SMART Recovery), and Sex
12 and Love Addicts Anonymous.

13 “Read to Recovery Program” means a program through which the Library provides free-to-
14 keep written materials and books from Mutual-Help Programs for individuals who seek to recover or
15 maintain recovery from substance-use disorders and non-substance-related addictive disorders.

16 **SEC. 123A.3. READ TO RECOVERY PROGRAM.**

17 (a) Program Outline. The Library shall establish the Read to Recovery Program, through
18 which the Library shall make available to the public a wide selection of written materials and books
19 from Mutual-Help Programs for recovery from substance-use disorders and non-substance-related
20 addictive disorders. Written materials and books offered through the Read to Recovery Program shall
21 be available in all languages, as reasonably available to the Library for acquisition and distribution.
22 No Library membership card may be required for an individual to obtain written materials and books
23 offered through the Read to Recovery Program, and such written materials and books shall be free to
24 keep.

1 **(b) Implementation.** *The Library shall implement the Read to Recovery Program under the*
2 *direction of the City Librarian, who may adopt rules and regulations that further the purposes of this*
3 *Chapter 123A. By no later than July 1, 2025, the Read to Recovery Program shall offer written*
4 *materials and books at each of its Library branch locations, in addition to the Main Branch of the*
5 *Library. Acquisition of written materials and books from Mutual-Help Programs shall be within the*
6 *purview and discretion of the City Librarian. Mention of a specific Mutual-Help Program in this*
7 *Chapter 123A does not bind the City Librarian to acquire written materials and books from that*
8 *organization, nor does failure to mention a Mutual-Help Program in this Chapter 123A preclude the*
9 *City Librarian from acquiring written materials and books from such an organization.*

10 **(c) Informational Campaign.** *The Library shall develop an informational campaign to educate*
11 *the public on the Read to Recovery Program. Such campaign shall include, but need not be limited to,*
12 *the use of print, online, social media, and public forums, and shall publicize the availability of free-to-*
13 *keep written materials and books from Mutual-Help Programs. All forms of public notice provided*
14 *pursuant to this subsection (c) shall comply with the requirements of the Language Access Ordinance,*
15 *Chapter 91 of the Administrative Code, to provide vital information about the Library’s program in the*
16 *languages spoken by a Substantial Number of Limited English Speaking Persons, as defined in Chapter*
17 *91.*

18 **SEC. 123A.4. UNDERTAKING FOR THE GENERAL WELFARE.**

19 *In enacting and implementing this Chapter 123A, the City is assuming an undertaking only to*
20 *promote the general welfare. It is not assuming, nor is it imposing on its officers and employees, an*
21 *obligation for breach of which it is liable in money damages to any person who claims that such breach*
22 *proximately caused injury.*

23 Section 2. Effective Date. This ordinance shall become effective 30 days after
24 enactment. Enactment occurs when the Mayor signs the ordinance, the Mayor returns the
25

1 ordinance unsigned or does not sign the ordinance within ten days of receiving it, or the Board
2 of Supervisors overrides the Mayor's veto of the ordinance.

3

4 APPROVED AS TO FORM:
5 DAVID CHIU, City Attorney

6 By: /s/
7 JEN HUBER
8 Deputy City Attorney

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LEGISLATIVE DIGEST

[Administrative Code - Library Read to Recovery Program]

Ordinance amending the Administrative Code to establish the Library Read to Recovery Program to provide at the Main Library and all Library branches free written materials and books from mutual-help programs, for individuals who seek recovery from substance-use disorders and non-substance-related addictive disorders.

Existing Law

The Library Read to Recovery Program is a new initiative, which is not addressed by existing law.

Amendments to Current Law

The proposed ordinance adds Chapter 123A to the Administrative Code to establish the Library Read to Recovery Program. The ordinance would require the San Francisco Public Library to establish the Read to Recovery Program, through which the Library shall make available to the public a wide selection of written materials and books from mutual-help programs for recovery from substance-use disorders and non-substance-related addictive disorders. The ordinance would require that written materials and books offered through the Read to Recovery Program be free to keep and be made available in all languages, as reasonably available to the Library for acquisition and distribution. The ordinance would require the Library to offer written materials and books through the Read to Recovery Program at each of its Library branch locations, in addition to the Main Branch of the Library, by no later than July 1, 2025. The proposed ordinance also includes a requirement that the Library conduct a public informational campaign about the Read to Recovery Program.

Background Information

Written materials and books are a foundational element in most mutual-help recovery traditions, and there is a compelling societal interest in lowering access barriers to these resources. Given the societal interest and urgent imperative presented by a historically unprecedented public health crisis involving substance use disorder, the Read to Recovery Program would require San Francisco's Public Library to offer universal access to free-to-keep written materials and books for programs serving those who seek to recover or maintain recovery from substance-use disorders and non-substance-related addictive disorders.