BOARD of SUPERVISORS



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MEMORANDUM

TO: Tom Hui, Director, Department of Building Inspection

Sonya Harris, Secretary, Building Inspection Commission

FROM: Erica Major, Assistant Clerk, Public Safety and Neighborhood Services

Committee, Board of Supervisors

DATE: December 19, 2016

SUBJECT: LEGISLATION INTRODUCED

The Board of Supervisors' Public Safety and Neighborhood Services Committee has received the following legislation, introduced by Supervisor Tang on December 13, 2016:

File No. 151065

C:

Ordinance replacing a provision of the Planning Code with a new provision of the Administrative Code requiring all City buildings that are accessible to the public to install and maintain at least one baby diaper-changing accommodation that is accessible to women and one that is accessible to men, or a single diaper-changing accommodation that is accessible to all genders; amending the Police Code to require businesses that make a baby diaper-changing accommodation available in a restroom accessible to women to also install and maintain a baby diaper-changing accommodation in a restroom accessible to men or accessible to all genders; amending the Building Code to require that new public-serving establishments, and substantially renovated public-serving establishments, install baby diaper-changing accommodations; making findings, including environmental findings, findings of public necessity, convenience, and welfare under Planning Code, Section 302, and findings under the California Health and Safety Code regarding building standards; and directing the Clerk to forward this ordinance to the California Building Standards Commission upon final passage.

The proposed ordinance is being transmitted pursuant to Charter Section D3.750-5 for public hearing and recommendation. It is pending before the Public Safety and Neighborhood Services Committee and will be scheduled for hearing upon receipt of your response.

Please forward me the Commission's recommendation and reports at the Board of Supervisors, City Hall, Room 244, 1 Dr. Carlton B. Goodlett Place, San Francisco, CA 94102.

William Strawn, Department of Building Inspection

Referral from the Office of the Clerk of the Board Government Audit and Oversight Committee November 3, 2015 Page 2

Carolyn Jayin, Department of Building Inspection

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[Various Codes - Baby Diaper-Changing Accommodations]

Ordinance replacing a provision of the Planning Code with a new provision of the Administrative Code requiring all City buildings that are accessible to the public to install and maintain at least one baby diaper-changing accommodation that is accessible to women and one that is accessible to men, or a single diaper-changing accommodation that is accessible to all genders; amending the Police Code to require businesses that make a baby diaper-changing accommodation available in a restroom accessible to women to also install and maintain a baby diaper-changing accommodation in a restroom accessible to men or accessible to all genders; amending the Building Code to require that new public-serving establishments, and substantially renovated public-serving establishments, install baby diaper-changing accommodations; making findings, including environmental findings, findings of public necessity, convenience, and welfare under Planning Code, Section 302, and findings under the California Health and Safety Code regarding building standards; and directing the Clerk to forward this ordinance to the California Building Standards Commission upon final passage.

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

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

Section 1. Environmental and Planning Code Section 302 Findings.

- (a) The Planning Department has determined that the actions contemplated in this ordinance comply with the California Environmental Quality Act (California Public Resources Code Sections 21000 et seq.). Said determination is on file with the Clerk of the Board of Supervisors in File No. _____ and is incorporated herein by reference. The Board affirms this determination.
- (b) Pursuant to Planning Code Section 302, the Board of Supervisors finds that this Planning Code amendment will serve the public necessity, convenience, and welfare for the reasons set forth in Planning Commission Resolution No. ______, and the Board incorporates such reasons herein by reference.
- Section 2. Pursuant to Charter Section D3.750-5, the Building Inspection Commission considered the Building Code amendment contained in Section 8 of this ordinance at a duly noticed public hearing held on ______.

Section 3. Findings under the California Health and Safety Code.

The Board of Supervisors hereby finds that this ordinance does not modify a State "building standard," as that term is defined in Section 18909 of the California Health and Safety Code. Therefore, the finding of local climactic, geological, or topographical conditions required by Sections 18941.5 and 17958.7 is not required.

Section 4. Name, Background, and Findings.

- (a) This ordinance shall be known as the San Francisco Bathrooms Accessible for Babies in Every Situation (BABIES) Ordinance.
- (b) San Francisco prides itself on being a family-friendly city and a leader on issues of gender equality. This ordinance continues in that tradition.

- (c) On October 7, 2016, President Barack Obama signed into law the Bathrooms Accessible for Babies in Every Situation (BABIES) Act (H.R. 5147). The law requires federal buildings to provide diaper-changing facilities in both male and female restrooms. San Francisco must build on the momentum that the federal government has established, to assure adequate diaper-changing facilities in both our public and private buildings.
- (d) Diaper-changing facilities are essential in childcare. According to a national study, 77% of parents with children under 6 years of age have used diaper-changing facilities; among them, 34% have used diaper-changing stations six or more times per month.
- (e) Making diaper-changing facilities accessible to men is an essential step in the journey toward gender equality in child care. Currently, fathers must change their babies' diapers on a variety of unsanitary surfaces in public and private buildings, such as sinks, restroom floors, and counters. Not only does this pose health and safety risks to the baby, it also poses health risks to all other bathroom patrons. Making diaper-changing facilities equally accessible to men will help to secure and protect the health and safety of infants, and our population as a whole, while also encouraging a family-friendly environment in both public and private facilities.
- (f) A growing number of fathers are choosing to stay home with their children, either on a long-term basis or for shorter periods of time. In addition to enhancing public health and safety, this ordinance, by making diaper-changing facilities equally accessible to men, will assist in breaking down stereotypes about gender roles regarding responsibility for childcare, and will support Gay, Bisexual and Transgender families.

Section 5. The Planning Code is hereby amended by deleting Section 168, as follows: SEC. 168. BABY DIAPER-CHANGING ACCOMMODATIONS REQUIRED.

(a) Definitions.

(1) "Public-Serving Establishment." A Public-Serving Establishment shall be defined as:
(A) a new Hospital, Health Services Use, or a Social Service or Philanthropic Facility as
defined in Section 102 of the Planning Code, or a new hospital or medical center as defined in Sections
790.44 and 890.44 of the Planning Code, for which a building permit is issued on or at least six months
after the effective date of this Section, unless the building will not be accessible to the public;
— (B) a new Retail Sales and Services use or Retail Entertainment and Recreation use as
defined in Section 102 of the Planning Code that is 5,000 square feet or more in size for which a
building permit is issued on or at least six months after the effective date of this Section, unless the
building will not be accessible to the public and;
— (C) a new Amusement Game Arcade, Eating and Drinking use, Institution, Other Large,
Institution, Other Small, Movie Theater, Sales and Service, Other Retail, or Sales and Service Retail
use, as defined in Articles 7 and 8 of the Planning Code, that is 5,000 square feet or more in size for
which a building permit is issued on or at least six months after the effective date of this Section, unless
the building will not be accessible to the public; and
— (D)—a new library operated by the San Francisco Public Library, or a new, publicly
accessible, facility operated by the Department of Recreation and Parks within the City for which final
City approvals have been given on or at least six months after the effective date of this Section.
— (2) "Substantially Renovated." Any construction or renovation project that has an
estimated cost of at least \$50,000.00 for which a building permit is issued or, in the case of City-owned
structures, for which final City approval is given, to any of the uses listed in Subsection (a)(1) above,
which were existing as of the effective date of this Section, or which were completed on or at least six
months after the effective date of this Section.
(3) "Baby Diaper-Changing Accommodation." A safe, sanitary and convenient baby
diaper-changing station, deck table or similar amenity that is installed or placed in a separate,

designated location in a Public-Serving Establishment subject to the provisions of this Section. Such

accommodations may include, but are not limited to, stations, decks and tables in women's and men's restrooms or unisex/family restrooms.

(b) Baby Diaper-Changing Accommodations Required. Every Public-Serving Establishment or Substantially Renovated Public-Serving Establishment, as defined in this Section, shall be required to provide and maintain Baby Diaper-Changing Accommodations in accordance with the requirements of this Section.

— (c)—Installation of Baby Diaper-Changing Accommodations. Each New Public-Serving
Establishment or Substantially Renovated Public-Serving Establishment shall be required to install and
maintain, at each floor level containing restrooms accessible to the public, at least one Baby DiaperChanging Accommodation that is accessible to women and one that is accessible to men, or a single
Diaper-Changing Accommodation that is accessible to both. Each Establishment shall provide signage
at or near its entrance indicating the location of the Baby Diaper-Changing Accommodations. Any New
Public-Serving Establishment or Substantially Renovated Public-Serving Establishment encompassing
multiple establishments and having a central directory shall indicate on the directory the location of all
such accommodations.

— (d)—Laws Relating to Access For the Disabled. The installation of all Baby Diaper-Changing Accommodations shall comply with local, State, or Federal laws relating to access to the disabled. In the event that it is determined by Zoning Administrator, in consultation with the Director of the Department of Building Inspection or his or her designee, that a Substantially Renovated Public-Serving Establishment cannot install the Baby Diaper-Changing Accommodations required by this Section and comply with local, State, or Federal laws relating to access to the disabled, the Zoning Administrator may waive the requirements of this Section for that Substantially Renovated Public-Serving Establishment.

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Section 6. The Administrative Code is hereby amended by adding Section 4.1-4, to read as follows:

SEC. 4.1-4. BABY DIAPER-CHANGING ACCOMMODATIONS IN BUILDINGS ON CITY-OWNED OR LEASED LAND.

- (a) This Section 4.1-4 shall apply to all buildings on land owned by the City and County of San Francisco ("City") and all buildings that are leased to or by the City (collectively, "public buildings"), whether such buildings are new or existing. For existing buildings, the City department or agency with jurisdiction over the building shall have six months from the effective date of this Section 4.1-4 to comply with the requirements.
- (b) Unless not allowed by an existing lease, each public building shall be required to install and maintain, at each floor level containing restrooms accessible to the public, at least one Baby Diaper-Changing Accommodation that is accessible to women and one that is accessible to men, or a single Diaper-Changing Accommodation that is accessible to all genders. For purposes of this Section 4.1-4, a Baby Diaper-Changing Accommodation means a safe, sanitary, and convenient baby diaperchanging station, deck table, or similar amenity. Such accommodations may include, but are not limited to, stations, decks, and tables in women's and men's restrooms or all-gender restrooms. Each public building shall provide signage at or near its entrance indicating the location of the Baby Diaper-Changing Accommodations.
- (c) The installation of all Baby Diaper-Changing Accommodations shall comply with local, State, and Federal laws relating to access to persons with disabilities. If the Director of the Department of Building Inspection or his or her designee determines that a public building subject to this Section 4.1-4 cannot install the Baby Diaper-Changing Accommodations required by this Section and comply with local, State, or Federal laws relating to access to persons with disabilities, including Section 11B-226.4 of the California Building Code, or that installation of the Baby Diaper-Changing Accommodation is otherwise infeasible due to spatial or structural limitations, the Director of the

<u>Department of Building Inspection, or his or her designee, may waive the requirements of this Section</u> for that public building.

Section 7. The Police Code is hereby amended by adding Section 3305.4 and revising Section 3307, to read as follows:

SEC. 3305.4. BABY DIAPER-CHANGING ACCOMMODATIONS.

- (a) **Definitions.** For purposes of this Section 3305.4, the following definitions shall apply:

 (1) "Business establishment" shall have the same meaning as in Section 3813(b) of this Code.
- (2) "Public accommodation" shall have the same meaning as in Title III of the

 Americans with Disabilities Act of 1990, 42 U.S.C. Section 12181(7), and the federal regulations

 adopted thereunder, as amended from time to time.
- (3) "Baby Diaper-Changing Accommodation" shall mean a safe, sanitary, and convenient baby diaper-changing station, deck table, or similar amenity that is installed or placed in a separate, designated location in a Business Establishment or Public Accommodation subject to the provisions of this Section. Such accommodations may include, but are not limited to, stations, decks, and tables in women's and men's restrooms or all-gender restrooms.
- (b) Requirement. All Business Establishments and Public Accommodations that maintain a

 Baby Diaper-Changing Accommodation in a restroom accessible to women shall also install and

 maintain a Baby Diaper-Changing Accommodations in a restroom accessible to men or in a restroom

 accessible to all genders. The Director of the Department of Building Inspection, or his or her

 designee, shall waive compliance with this subsection (b) upon determining that a Business

 Establishment or Public Accommodation subject to this Section 3305.4 cannot install the Baby Diaper
 Changing Accommodations required by this Section and comply with local, State, or Federal laws

 relating to access to persons with disabilities, including Section 11B-226.4 of the California Building

<u>Code, or that installation of the Baby Diaper-Changing Accommodation is otherwise infeasible due to spatial or structural limitations.</u>

(c) Time for Compliance.

- (1) Existing Businesses and Public Accommodations. Business Establishments and Public Accommodations that are subject to this Section 3305.4 and in existence as of the effective date of this Section shall have six months from the effective date of this Section to come into compliance by installing and maintaining a Baby Diaper-Changing Accommodation in a restroom accessible to men or accessible to all genders, if one is not already installed and maintained.
- (2) New Businesses and Public Accommodations. New Business Establishments and

 Public Accommodations that choose to install and maintain a Baby Diaper-Changing Accommodation

 in a restroom accessible to women shall also install and maintain a Baby Diaper-Changing

 Accommodation in a restroom accessible to men or accessible to all genders immediately upon opening
 to the public.
- (d) Contractual obligations. Nothing in this Section 3305.4 is intended to interfere with any contractual obligations between the owner of a building in which a Business Establishment or Place of Public Accommodation is located, and any lessee of space within the building.

SEC. 3307. ENFORCEMENT.

(a) Human Rights Commission. Any person who believes that he or she has been discriminated against in violation of Sections 3303, 3305, 3305.2, *er*-3305.3, *or* 3305.4 of this Article 33 may file a complaint with the Human Rights Commission, which shall serve as a request to have the Commission investigate and mediate the complaint pursuant to Section 12A.5 of the Administrative Code.

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(f) Responsibilities of the Department of Building Inspection. Upon complaint from a member of the public or employee of a business establishment or place of public accommodation, or receipt of a request from the Human Rights Commission, the Department of Building Inspection shall inspect the business establishment or place of public accommodation, if subject to Section 3305.3 or 3305.4, and determine if the business establishment or place of public accommodation is in compliance with the requirements. In addition, during the course of any regularly-scheduled interior inspection of a business establishment or place of public accommodation subject to Section 3305.3 or 3305.4, the Department shall verify compliance with the requirements. Any business establishment or place of public accommodation found not to be in compliance with the requirements shall be deemed to be in violation of the Building Code and the Building Official is authorized to abate the violation in accordance with Section 102A of the Building Code.

Section 8. The Building Code is hereby amended by adding new Section 1210.4, to read as follows:

1210.4. Baby diaper-changing accommodations. At least one Baby Diaper-Changing

Accommodation that is open and available for use by women and one that is open and available for use

by men, or a single Baby Diaper-Changing Accommodation that is open and available for use by both,

shall be installed and maintained in a newly constructed or substantially renovated Public Service

Establishment at each floor level containing a toilet room accessible to the public.

Exceptions:

1. A Baby Diaper-Changing Accommodation shall not be required if the Building Official, or his or her designee, determines that it cannot be installed and comply with local, State, or Federal laws relating to access to persons with disabilities, including Section 11B-226.4 of this Code.

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<u>2.</u> A	Baby Diaper-Changing Accommodation shall not be required if the Building Official, or
<u>his or her d</u>	signee, determines that the installation is infeasible due to spatial or structural limitations.
	1210.4.1 Definitions. For purposes of this Section 1210.4, the following definitions shall
apply.	

<u>"Baby Diaper-Changing Accommodation" shall mean a safe, sanitary, and convenient</u>

<u>baby diaper-changing station, deck table, or similar amenity that is installed or placed in a separate,</u>

<u>designated location in a toilet room accessible to the public. Such accommodations may include, but</u>

<u>are not limited to, stations, decks, and tables in women's and men's toilet rooms or all-gender toilet</u>

<u>rooms.</u>

"Public Service Establishment" shall mean a facility as specified in Subsections (2), (3), (4), (5), (7), (8), (9), and (12) of the definition of Place of Public Accommodation in Chapter 2 of this Code.

"Substantially Renovated" shall mean any addition, alteration, or repair project performed under a building permit with a cost of construction of \$50,000 or more.

1210.4.2. Signage. Each Public Service Establishment subject to Section 1210.4 shall provide signage at or near its entrance stating "Baby Diaper-Changing Accommodation Inside." In a building encompassing multiple establishments and having a central directory, the location of all such accommodations shall be indicated on the directory.

Section 9. Effective Date. This ordinance shall become effective 30 days after enactment. Enactment occurs when the Mayor signs the ordinance, the Mayor returns the ordinance unsigned or does not sign the ordinance within ten days of receiving it, or the Board of Supervisors overrides the Mayor's veto of the ordinance.

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Section 10. Scope of Ordinance. In enacting this ordinance, the Board of Supervisors intends to amend only those words, phrases, paragraphs, subsections, sections, articles, numbers, punctuation marks, charts, diagrams, or any other constituent parts of the Municipal Code that are explicitly shown in this ordinance as additions, deletions, Board amendment additions, and Board amendment deletions in accordance with the "Note" that appears under the official title of the ordinance.

Section 11. Undertaking for the General Welfare. In enacting and implementing this ordinance, the City is assuming an undertaking only to promote the general welfare. It is not assuming, nor is it imposing on its officers and employees, an obligation for breach of which it is liable in money damages to any person who claims that such breach proximately caused injury.

Section 12. No Conflict with Federal or State Law. Nothing in this ordinance shall be interpreted or applied so as to create any requirement, power, or duty in conflict with any federal or state law.

Section 13. Directions to Clerk. The Clerk of the Board of Supervisors is hereby directed to forward a copy of this ordinance to the California Building Standards Commission upon final passage.

APPROVED AS TO FORM:

DENNIS J. HERRERA, City Attorney

By:

Anne Pearson Deputy City Attorney

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LEGISLATIVE DIGEST

[Various Codes - Baby Diaper-Changing Accommodations]

Ordinance replacing a provision of the Planning Code with a new provision of the Administrative Code requiring all City buildings that are accessible to the public to install and maintain at least one baby diaper-changing accommodation that is accessible to women and one that is accessible to men, or a single diaper-changing accommodation that is accessible to all genders; amending the Police Code to require businesses that make a baby diaper-changing accommodation available in a restroom accessible to women to also install and maintain a baby diaper-changing accommodation in a restroom accessible to men or accessible to all genders; amending the Building Code to require that new public-serving establishments, and substantially renovated public-serving establishments, install baby diaper-changing accommodations; making findings, including environmental findings, findings of public necessity, convenience, and welfare under Planning Code, Section 302, and findings under the California Health and Safety Code regarding building standards; and directing the Clerk to forward this ordinance to the California Building Standards Commission upon final passage.

Existing Law

Currently, the installation and maintenance of baby diaper-changing accommodations is regulated by Section 168 of the Planning Code, which requires that all new and substantially renovated "public serving establishments" provide and maintain at least one baby diaper-changing station in a restroom accessible to women, and one that is accessible to men, or a single diaper-changing station in a restroom that is accessible to both.

Section 168 of the Planning Code defines "public serving establishments" to include a range of publicly accessible facilities, including:

- hospitals, health facilities and social services offices;
- retail sales facilities that are at least 5,000 square feet in size;
- arcades, restaurants, movie theaters and other entertainment venues that are at least 5,000 square feet in size;
- San Francisco public libraries, and new, publicly accessible facilities operated by the Department of Recreation and Parks.

For purposes of Section 168, a "substantial renovation" is any construction or renovation project that has an estimated cost of at least \$50,000 for which a building permit is issued, or in the case of City-owned buildings, for which final City approval is given.

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Amendments to Current Law

This ordinance is entitled the San Francisco Bathrooms Accessible for Babies in Every Situation (BABIES) Ordinance. It would delete section 168 of the Planning Code in its entirety, and would replace it with new provisions in the Administrative, Police, and Building Codes requiring the installation and maintenance of baby diaper-changing facilities in a broader range of facilities.

Specifically, the proposed legislation would add Section 4.1-4 to the Administrative Code, requiring all buildings owned or rented by the City to install and maintain, at each floor level containing publicly accessible restrooms, at least one baby diaper-changing accommodation that is accessible to women and one that is accessible to men, or a single baby diaper-changing station accessible to all genders. This requirement would be waived where the installation of a baby diaper-changing facility would conflict with laws governing access to people with disabilities, or is otherwise infeasible due to spatial or structural limitations. For existing buildings, the City would have six months from the effective date of the ordinance to come into compliance.

The proposed legislation would add Section 3305.4 of the Police Code to require public accommodations that make baby diaper-changing accommodations available in women's restrooms, to also install and maintain baby diaper-changing accommodations in men's restrooms or in restrooms that are accessible to all genders. This requirement would be waived where the installation of a baby diaper-changing facility would conflict with laws governing access to people with disabilities, or is otherwise infeasible due to spatial or structural limitations. Existing businesses would have six months from the effective date of the ordinance to come into compliance.

Lastly, this ordinance would add Section 1210.4 to the Building Code to require newly constructed or substantially renovated public service establishments to install at least one baby diaper-changing accommodation in a restroom open and available to women, and one that is open and available to men, or in an all-gender restroom. This requirement would be waived where the installation of a baby diaper-changing facility would conflict with laws governing access to people with disabilities, or is otherwise infeasible due to spatial or structural limitations. The new section of the Building Code would also require public service establishments to provide signage indicating the location of baby diaper-changing stations. For purposes of the proposed Section 1210.4, a substantial renovation is defined as any addition, alteration or repair project performed under a building permit with a construction cost of \$50,000 or more.

Background Information

On October 7, 2016, President Barack Obama signed into law the Bathrooms Accessible for Babies in Every Situation (BABIES) Act (H.R. 5147). The law requires federal buildings to

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provide diaper-changing facilities in both male and female restrooms. This ordinance would build on the momentum that the federal government has established, to assure adequate diaper-changing facilities in San Francisco's public and private buildings.

Making diaper-changing facilities accessible to men promotes gender equality in child care. Currently, fathers must change their babies' diapers on a variety of unsanitary surfaces in public and private buildings, such as sinks, restroom floors, and counters. Not only does this pose health and safety risks to the baby, it also poses health risks to all other bathroom patrons. Making diaper-changing facilities equally accessible to men will help to secure and protect the health and safety of infants, and our population as a whole, while also encouraging a family-friendly environment in both public and private facilities.

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