



# SAN FRANCISCO PLANNING DEPARTMENT

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## Historic Preservation Commission Resolution No. 1127 Centering Preservation Planning on Racial and Social Equity HEARING DATE: JULY 15, 2020

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RESOLUTION CENTERING THE PLANNING DEPARTMENT'S PRESERVATION WORK PROGRAM AND RESOURCE ALLOCATION ON RACIAL AND SOCIAL EQUITY; ACKNOWLEDGING AND APOLOGIZING FOR THE HISTORY OF INEQUITABLE PLANNING AND HISTORIC PRESERVATION POLICIES THAT HAVE RESULTED IN RACIAL DISPARITIES; RECOMMENDING THAT THE DEPARTMENT IMPLEMENT ITS RACIAL AND SOCIAL EQUITY ACTION PLAN; RECOMMENDING THAT THE DEPARTMENT DEVELOP PROACTIVE STRATEGIES TO ADDRESS STRUCTURAL AND INSTITUTIONAL RACISM, IN COLLABORATION WITH AMERICAN INDIAN, BLACK AND OTHER COMMUNITIES OF COLOR; RECOMMENDING THAT THE DEPARTMENT AMEND ITS HIRING AND PROMOTION PRACTICES TO ENSURE THAT THE DEPARTMENT'S STAFF REFLECTS THE DIVERSITY AND DEMOGRAPHICS OF THE COMMUNITY AT ALL STAFF LEVELS; AND, RECOMMENDING THAT THE DEPARTMENT BUILD ACCOUNTABILITY THROUGH METRICS AND REPORTING.

### PREAMBLE

WHEREAS, The Historic Preservation Commission has reflected on the current events of COVID-19 and its disproportionate effects on Black communities, American Indian communities, and other communities of color; the killings of George Floyd, Breonna Taylor, Ahmaud Arbery, Alex Nieto, Mario Woods, Luis Góngora Pat, and countless others as a result of police brutality and misconduct; and the underlying government and economic structures that create the platform for these events; and,

WHEREAS, The Historic Preservation Commission supports Planning Commission Resolution No. 20738 to center planning on racial and social equity (June 11, 2020) and has substantially incorporated those findings herein in order to reinforce their importance and relevance to historic preservation and cultural heritage work; and,

WHEREAS, The Historic Preservation Commission adopts the San Francisco Human Rights Commission's definition that racial equity means the systematic fair treatment of people of all races that results in equal outcomes, while recognizing the historical context and systemic harm done to specific racial groups; and,

WHEREAS, San Francisco has a long history of creating and/or enforcing laws, policies, and institutions that have promoted white supremacy and perpetuated racial inequities in the City and County of San Francisco (“the City”), much of which is difficult to document due to historical erasure. The conditions that have created such racial inequities are also compounded by the intersection of race with class, gender, sexuality, immigration status, linguistic inaccessibility, disability, and other social identities and experiences that result in inequitable treatment or opportunities; and,

WHEREAS, The City and the Historic Preservation Commission acknowledges that San Francisco is built on traditional Ramaytush Ohlone lands. In addition, the City and the Commission have a history of approving and supporting projects that have had and continue to have negative impacts on Native American people, sacred sites, cultural resources, and Native American human remains; and

WHEREAS, The City and its Historic Preservation Commission have established historical significance criteria for its landmark registry that highlight only structures traditionally owned by White, wealthy landowners and has favored policies catering to White and wealthy established residents; and,

WHEREAS, Using the power of zoning and land use, the City, its Planning Commission and Department and other government agencies, individuals, and private organizations have intentionally advanced policies aligned with white supremacy goals to segregate, displace, dispossess and extract wealth land, and resources from American Indian, Blacks, and other communities of color. This started with state sanctioned policies that promoted genocide, slavery, and dispossession of traditional lands and resources from American Indian people on whose land our state and nation were founded. For example, the City we currently refer to as San Francisco is located on the unceded traditional homelands of the Ramaytush Ohlone people who had thriving villages throughout the city prior to the arrival of the Spanish in the 1700s. Occupation of the land, the mission system, slavery, and disease was introduced in waves starting with the Spanish, Mexicans, and then Americans which caused genocide, loss of land, forced religious conversion, and ultimately a traumatic upheaval of Ohlone people and their way of life on their traditional homelands. These policies of coloniality continue to be advanced by the City, the Historic Preservation Commission, and the Planning Commission through the approval of projects and policies that create negative impacts on Native American people, sacred sites, and cultural resources, and unearth Native American human remains. The loss of affordable housing and erasure that results from these violent policies has also had a major impact on urban American Indians who have been in the city for generations due to federal relocation and termination policies. The City’s 1870 Cubic Air Ordinance and 1880 Laundry Ordinance targeted the Chinese population using appeals of public safety to limit where they could live and work. Starting in the 1930s, Federal policies like redlining and local practices like racial covenants explicitly blocked American Indians, Black people and people of color from loans for homeownership and maintenance, as well as access to neighborhoods with good services and jobs; these policies led to cycles of disinvestment, segregation and poverty concentration among these communities. In 1942, in response to the bombing of Pearl Harbor, San Francisco aided the federal government in the forced eviction and incarceration of thousands of people of Japanese ancestry. In 1945, the Department’s first General Plan identified neighborhoods that were predominately inhabited by people of color as “blighted” – including the Western Addition, South of Market, Chinatown, the Mission, and Bayview/Hunter’s Point – and the Redevelopment Agency used this designation to justify the wholesale removal of Black communities and other communities of color through eminent domain. Furthermore, in the early 2000s, people of color were more likely to receive subprime housing loans than White borrowers. These predatory lending practices led to

the foreclosure crisis and recession starting around 2008, disproportionately impacting Black, Latinx, American Indian, and low-income people; at the national level, middle-income Black and Latinx households lost nearly one-half of their wealth due to foreclosures and job losses. The cumulative impacts of these and other policies have resulted in the persistent outmigration and displacement of communities of color: American Indians in San Francisco who identify as “American Indian” only on the Census experienced a decline from 0.5% of the population in 2006 to 0.3% in 2018 (mixed-race American Indians being undercounted); while the Black community in San Francisco decreased from 11% of the City’s population in 1990 to 5% in 2018; and,

WHEREAS, Although the City has taken steps to undo the damage caused by past policies and practices, the racial disparities caused continue to the present day. Despite progress in addressing explicit discrimination, racial inequities continue to be deep, pervasive, and persistent in San Francisco. In the 1950s and beyond, particularly in the context of a national Civil Rights Movement, systemic racism in San Francisco became much less explicit. Moving away from overtly race-based exclusionary policies regarding land or business ownership, the City’s more recent and increasingly sophisticated racism has been defined by inaction or lack of intervention with regards to racial discrimination in employment, housing, neighborhood choice (through implicit exclusionary zoning), education, health care, or the criminal justice system; and,

WHEREAS, The legacy of these discriminatory policies is that San Francisco’s American Indians, Blacks, and people of color have historically been, and many currently are, denied equal access to essential services and means of creating wealth, including affordable housing and homeownership opportunities, high-performing public schools, adequate transportation options, safe parks and open spaces, affordable health care, access to financial capital and entrepreneurship opportunities, and stores selling healthy food, among others; and,

WHEREAS, San Francisco’s American Indians, Blacks, and people of color have historically been, and many currently are, disproportionately exposed to more environmental stressors including air and soil pollution, illegal dumping, industrial uses and transportation impacts, and are more likely to live in housing conditions where degraded indoor air quality contributes to the prevalence of asthma, other airborne diseases, and other health disparities; and,

WHEREAS, Stark disparities continue to exist for City residents along racial lines. Race predicts worse outcomes for people of color across key indicators, including education, income, health, and incarceration, among others. For example, household income for White households is close to three times that of Black families and close to double that of American Indian and Latinx households, respectively. Fifty-three percent of inmates in San Francisco County Jail are Black, while they only comprise about 5% of the City’s total population. In 2018, American Indian and Black San Franciscans were more than three times more likely to be unemployed than Whites (11.9% and 12.5% versus 3.6%, respectively); and unemployment rates were similarly high for Native Hawaiian / Pacific Islanders (8.8%) and Latinxs (9.4%); and,

WHEREAS, The 2019 San Francisco Community Health Needs Assessment conducted by the San Francisco Health Improvement Partnership (“SFHIP”) found that racial health inequities and poverty were foundational issues affecting the health of San Franciscans, impacting life expectancy, infant and maternal health, nutrition, stress, heart disease, and more. For example, in 2015-2017, the life expectancy in San

Francisco was 72.1 years for Blacks, 76 years for Pacific Islanders, 81.7 years for Whites, 85.1 years for Latinxs, and 87 years for Asians. (This report, as well as several other data sources in this resolution, did not include data on San Francisco's American Indians. Such data is often unavailable in urban areas due to inaccurate population counts, which perpetuates disparities in documentation and policies that address community needs.) The rates of asthma and COPD hospitalizations in the Black community are more than 10 times higher than for Asians; Pacific Islanders have the second highest rates. In San Francisco, Black women are twice as likely as White women to give birth prematurely, and Black and Pacific Islander women have the highest rates of prenatal morbidity. SFHIP also found that between 2007 and 2016, Black mothers had about 4% of births in San Francisco, but experienced 50% of maternal deaths, and 15% of infant deaths. While health data for the American Indian population in San Francisco is limited, this community also faces persistent health disparities across a number of indicators. For instance, even though the overall rate of infant mortality in California has been declining since 2005, the American Indian/Alaska Native infant mortality rate in California remains high, averaging 6-7 infant deaths per 1,000 live births between 2005 and 2012; and,

WHEREAS, The impact of the redlining that went into effect in 1937 in San Francisco can still be seen today: 87% of redlined neighborhoods in San Francisco are neighborhoods currently undergoing displacement. The 2010 Census data showed a decline in the number of children of every racial group (including American Indian, Black, Latinx, and Asian and Pacific Islander) residing in San Francisco except white and multiracial children. Between 1990 and 2014-15, as housing prices rose, neighborhoods became more segregated, with the share of Black households in San Francisco living in high-poverty neighborhoods increasing from 41% in 2000 to 65% in 2015 (compared to 27% of Asian households, 19% of Latinx households, and 12% of White households). 50% of Black households, 31% of American Indian, and 30% of Latinx households are severely burdened by housing costs (spending more than 30% of their income on housing), while 16% of White households are similarly burdened. American Indian, Black, and Latinx residents have the lowest home ownership rates, at 0.3%, 4%, 9%, respectively. In a survey conducted in 2018 by the Planning Department to inform the San Francisco Housing Needs and Trends Report of those reached by the survey, Latinxs reported the highest percentage of having been threatened with eviction (24%), with 11% of those evictions having been raised with no cause, exceeding the percentage of no-cause evictions for other racial groups. 34% of Latinxs also reported having faced unstable living conditions in the last five years, with 36% stating they would have no other housing options if they were forced to move from their current residence.

WHEREAS, Black and American Indian people are overrepresented among the homeless population. The 2019 San Francisco Homeless Count and Survey found that 37% of people experiencing homelessness were Black, while they represent only 5% of San Francisco's population. Overrepresentation in the homeless population was also high for American Indians (5% compared to 0.3%) and Pacific Islanders (2% compared to 0.2%). Of all people surveyed, 61% reported not being able to afford rent and 37% reported having no income. Discrimination and lack of access to opportunities for American Indian, Black and other people of color put them at a higher risk of homelessness; and,

WHEREAS, Racial disparities in the rates of infection and death from COVID-19 have been documented, with American Indian, Black, and people of color disproportionately impacted by the disease. As of June 3<sup>rd</sup>, 2020 COVID-19 data for San Francisco, indicate that Black communities in San Francisco comprised 9.3% of deaths, even though they comprise 5% of the population; Latinx communities comprised 47.8% of

diagnosed cases (and comprise 15.2% of the population); American Indian communities comprised 0.4% of diagnosed cases (and comprise 0.3% of the population); and Asian communities comprised 46.5% of deaths (and comprise 34.1% of the population). In a study UCSF conducted in the densest Census tract of the Mission District in April 2020, 95% of the people who tested positive for COVID-19 were Latinx. 82% of those who tested positive reported having been financially affected by the economic fallout of the pandemic, and only 10% reported being able to work from home. Without swift action, the health and economic impacts of the pandemic are likely to exacerbate existing disparities; and,

WHEREAS, San Francisco and other cities across the nation are part of a movement to eliminate institutional racism in partnership with the Government Alliance on Race and Equity (GARE), a national network dedicated to achieving racial equity and advancing opportunities for all. The Department's ongoing participation in GARE since January 2016 has given staff the training, tools, and support to build the Department's organizational capacity to advance racial equity in its programs, policies, and services; and,

WHEREAS, The Board of Supervisors, through Resolution No. 190547 on July 11, 2019, amended the Administrative Code to create an Office of Racial Equity as a Division of the Human Rights Commission, with authority to create a citywide Racial Equity Framework, analyze the impact of Board ordinances on racial equity, and create a racial reconciliation process; require City departments to create Racial Equity Action Plans and to provide annual updates on such Plans; require City departments to designate employees as racial equity leaders, and require the Department of Human Resources to produce an annual report concerning racial equity in the City workforce; and,

WHEREAS, The General Plan includes multiple Area Plans encompassing the areas where people of color have settled and recognizing the importance of their contributions to the City's rich cultural fabric. For example, the Mission Area Plan includes an objective that recognizing the Mission as the center of Latino life in San Francisco. Similarly, the East SoMa Area Plan and the Western SoMa Area Plans recognize the SoMa as the center of Filipino-American life in San Francisco. The Chinatown Area Plan includes an objective that directs the City to preserve the cultural heritage there as well. In contrast, the San Francisco General Plan also lacks any references to the Mission being of significance to the American Indian community, and any explicit language recognizing the contributions of this community or directing the City to preserve cultural or physical resources that honor this community. In addition, the Hunters Point Shipyard Area Plan and the Bayview Hunters Point Area Plan, the two Area Plans encompassing the City's largest concentration of Black residents, also lack any explicit objectives or policies recognizing the Bayview as one of the areas integral to Black San Francisco or directing the City to preserve physical or cultural resources there. Further, the General Plan lacks any Area Plan for the Western Addition, another area of the City replete with the physical and cultural assets of Black San Francisco; and,

WHEREAS, In 1995, the Board of Supervisors established the Bayview Hunters Point Redevelopment Survey Area, whereby a majority of the Bayview Hunters Point neighborhoods was considered for the creation of a Redevelopment Project Area. Over the next seven years, Redevelopment staff worked with the Bayview community and the Project Area Committee to create the Bayview Hunters Point Revitalization Concept Plan, which set forth a community-based vision and strategy for revitalizing the neighborhood. Planning Department staff joined the effort in helping the revitalization effort by providing a major rewriting of Bayview's Area Plan; and,

WHEREAS, In 2006, both the Bayview Hunters Point Redevelopment and the amended Area Plan were adopted. The revised Bayview Hunters Point Area Plan (BVHP Area Plan) provides broad principles, objectives, and policies for community development in the Bayview neighborhood. The BVHP Area Plan discusses the need to arrest the demographic decline of the African American population; provide economic development and jobs, particularly for local residents; eliminate health and environmental hazards including reducing land use conflicts; provide additional housing, particularly affordable housing; provide additional recreation, open space, and public service facilities, and better address transportation deficiencies by offering a wider range of transportation options. Over the next several years, Planning and Redevelopment staff worked together with the Project Area Committee and Bayview community to consider zoning changes and economic development programs to strengthen the community consistent with the Revitalization Plan; and,

WHEREAS, In 2012, Redevelopment, as a planning tool, was eliminated in California, and with it, the ability to leverage community development funds through tax increment financing and convene community-based redevelopment boards (Project Area Committees). With the elimination of redevelopment in California, the major framework that the City was using to pursue improving the Bayview for its workers and residents was lost; and,

WHEREAS, The Planning Department has more recently devoted staff time and resources to the Bayview. For example, the Department 1) published a draft African American Historic Context Statement, a milestone document that assists City staff and commissioners, property owners, business owners, residents and other stakeholders gain a better understanding of the development and evolution of San Francisco's African American communities; 2) collaborated with community stakeholders and other City agencies in the establishment of the African American Arts and Cultural District; 3) collaborated with the District Supervisor Shamann Walton and community stakeholders to preserve approximately 10 acres of industrially used lands in the Bayview Industrial Triangle; and

WHEREAS, Planning Department staff maintains an ongoing working relationship, in collaboration with the UC Berkeley based Youth – Plan, Learn, Act, Now (Y-Plan) educational strategy, with the youth of Malcolm X Elementary School in the Bayview, engaging the urban youth to become civically engaged through urban planning and to create adaptive strategies and community inspired solutions to confront sea level rise along Islais Creek in the Bayview; Planning Department staff has actively participated in transportation planning in the Bayview, including serving on the Municipal Transportation Agency's Community Based Transportation Plan Technical Advisory Committee; and,

WHEREAS, The Department's and Historic Preservation Commission's efforts to safeguard San Francisco's historic built heritage has focused increasingly on identifying and preserving cultural resources associated with communities of color and other marginalized groups whose histories continue to be underrepresented on local, state, and national lists of historic properties. To address this problem, the Department has partnered with and supported community-based projects to develop historic context statements focused on identifying and protecting historic resources associated with San Francisco's African American, Chinese American, Filipina/o American, Japanese American, Latina/o, LGBTQ+, and Women's histories. Those historic context statements that have yet to be adopted by the Commission and require deeper community engagement include the draft African American statement, which was published for review in 2016. Subsequently, the Department has worked to respond to and incorporate substantial public comment on

the document and has prepared a final draft to bring to the community for evaluation in Fall 2020. Adoption of this document and others like it begin to make visible the significant contributions and stories of marginalized peoples, help the City understand what needs to be protected in order to honor these stories, and details for us the many layers and forms of oppression suffered by these communities that we are now attempting to readdress; and,

WHEREAS, Since the hearing before the Historic Preservation Commission on the Draft African American Citywide Historic Context Statement (Final Draft January 2016), the Planning Department has devoted considerable staff time and resources to revising and making corrections to the Context Statement to reflect the comments and suggestions from the public at that hearing—including particular collaboration with the San Francisco African American Historical & Cultural Society; this effort has resulted in the completion of the “Final Draft, March 2019 African American Citywide Historic Context Statement”—a milestone document that when implemented creatively and aggressively will assist City staff, Commissioners, property owners, business owners, residents—and especially the African American communities of the Bayview and Western Addition to gain a better understanding of the development, evolution, and as well the unmet needs of the San Francisco African American community; thus, the “Final Draft, March 2019 African American Citywide Historic Context Statement” is an indispensable asset in the aspiration for racial and social equity in the San Francisco African American community; and,

WHEREAS, Following the completion of the “Final Draft, March 2019 African American Citywide Historic Context Statement” in late 2019, the Planning Department staff—in consultation and collaboration with the San Francisco African American Historical & Cultural Society—entered into discussions and planning for the public reviewing of the document in the San Francisco African American communities; these discussions and plans for public reviewing took place before the onset of the COVID-19 pandemic and were contemplated to be held prior to the Historic Preservation Commission hearing on the adoption of the “Final Draft, March 2019 African American Historic Context Statement.” The public health concerns dictated by the COVID-19 pandemic has necessitated a resetting of plans for community reviewing and participation regarding the March 2019 edition of the African American Historic Context Statement; and commensurately a reconsideration of scheduling the date of the Historic Preservation Commission hearing on the Context Statement; and,

WHEREAS, Understanding that less than 10% of San Francisco’s landmarks are designated for their cultural associations with American Indian, African American, Asian and Pacific Islander, Latin-x, or LGBTQ histories, the Historic Preservation Commission has worked to increase the representation of these communities in the registry, such that approximately 40% of the landmark designations now under review or identified in the Department’s landmark work plan are associated with communities of color and other marginalized communities; and,

WHEREAS, Understanding that significant aspects of cultural heritage and specifically the cultural heritage of marginalized social, racial and ethnic groups, are not embodied in the built environment, the Historic Preservation Commission has worked over the years to develop and promote tools that recognize and sustain the living aspects of culture, such as the Legacy Business Registry and the Cultural District program. This work was initiated by and advocated for by former Commissioner Alan Martinez and current Commissioners Diane Matsuda and Aaron Hyland, who formed this body’s Cultural Heritage Assets Committee; and,

WHEREAS, Notwithstanding the foregoing, the Planning Department is professionally and morally obligated to devote further resources in the American Indian community and the Black community given the historic neglect on the part of the City of San Francisco; and

WHEREAS, In the coming years the Department will amend the General Plan through adoption of updated Housing and Transportation Elements, adoption of a Heritage Conservation Element, and updates to incorporate environmental justice, racial and social equity, and climate resilience across all relevant elements. On May 28, 2020, the Department launched the first of these updates: the Housing Element 2022 Update. The Housing Element policies will be grounded on the following values: racial and social equity, minimum displacement, more housing for all in all neighborhoods, and neighborhoods resilient to climate and health crises. The Transportation Element will be the next Element to undergo an update and will center its policies in ConnectSF's goals of equity, economic vitality, environmental sustainability, safety and livability, and accountability and engagement; and,

WHEREAS, The Historic Preservation Commission endorsed the Racial & Social Equity Action Plan, Phase I on December 18, 2019 to guide the Department and Commission actions to strengthen our internal-facing processes and practices to address disparities in the Department's internal functions to advance organizational equity, through strategies that include: ongoing training for all staff; a biannual staff survey to assess Department attitudes and progress towards racial and social equity; and an interim Racial & Social Equity Assessment Tool to apply to relevant projects, policies, and practices; and,

WHEREAS, The Historic Preservation Commission endorsed a Racial & Social Equity Vision on December 19, 2019, which envisions: inclusive neighborhoods that provide all with the opportunity to lead fulfilling, meaningful, and healthy lives; a city where public life and public spaces reflect the past, present and future of San Franciscans; a city where a person's race does not determine their lives' prospects and success; an inclusive Planning Department and Commissions that represent and engage the communities we serve; a Department that proactively infuses racial and social equity in both internal operations and external Planning work; and reimagines what the Planning field is and can be – inclusive, diverse and one that centers racial and social equity both as a practice and as an indicator of success; and

WHEREAS, The Historic Preservation Commission urges the Department to develop a Racial & Social Equity Action Plan, Phase II in collaboration with the new Office of Racial Equity, other City agencies, the Mayor's Office, the Board of Supervisors, and community stakeholders, to carefully examine and address legacy racial and social inequities and disparities in the Department's programs and policies and to develop Phase II with bold and forward-thinking strategies to advance racial and social equity in San Francisco; and,

WHEREAS, Some communities have been historically underrepresented in the preservation of cultural and historic resources due to the institutional and systemic mechanisms that have organized the distribution of power and resources differentially and unequally across race, gender, class, sexual orientation, gender expression, and other dimensions of individual and group identity. This manifests in unequal conditions that have valued certain cultural resources over others, excluded the heritage and history of people of color and other groups, and also deprived people of color of their historic and cultural assets through forced removal (e.g. of Ohlone from their lands and Black and Japanese Americans from the Fillmore) along with their property and many cultural assets; and,



WHEREAS, American Indians, African Americans, and other people of color are underrepresented in most careers related to cultural resources including archaeology and preservation fields. Data USA reports that approximately 1% of the historic preservation and conservation degrees awarded in 2017 went to American Indian and Native Alaskans while about 2% went to Blacks graduates. A February 2020 article in The New Yorker stated that African Americans, account for not quite 4% of archeologists, 5% of licensed architects and engineers, and less than 1% of professional preservationists. This disparity has resulted in a relatively homogenous professional group in which both conscious and unconscious racial and cultural biases are more likely to go unnoticed and uncorrected, hindering the profession's ability to make informed decisions about historical significance and cultural resource management; and,

WHEREAS, The contributions of past architects and non-licensed designers of color were often not recognized or documented during their time, making it difficult to properly attribute the work of significance buildings and sites. "Licensure" was historically used as a way to prevent people of color and women from advancing into the forefront of the architecture profession; and,

WHEREAS, Historically, the preservation movement in the U.S. has invested in maintaining White spaces, and, for much of American history, little was done to protect American Indian, Black and other people of color spaces. Of the nearly 95,000 entries on the National Register of Historic Places, only 2% focuses on the experience of Black Americans. Of the more than a \$100 billion awarded from the Federal Historic Preservation Fund since 1968, the majority has benefited White Americans; and,

WHEREAS, The roots of the historic preservation movement within San Francisco are grounded in efforts to protect the historic buildings threatened by the Redevelopment Agency's blight removal plans that began in the 1940s and resulted in the displacement and disenfranchisement of large segments of the Black and Asian and other marginalized populations throughout the second half of the 20th century; and,

WHEREAS, The preservation field's historic research practices rely mostly on written documentation, which does not uncover many histories related to marginalized communities that rely on oral histories or that have not benefitted from written histories due to lack on inclusion or access; and,

WHEREAS, The preservation of built heritage or safeguarding of cultural assets has been beyond the means of many underprivileged groups such that our shared built environment more often reflects the accomplishments and narratives of White people rather than the accomplishments and narratives of American Indian, Black, or other peoples of color; and,

WHEREAS, The preservation profession in Western cultures has prioritized material preservation over the safeguarding of practices and other intangible aspects of culture such that cultural groups that have relied less on material means of transmitting heritage either due to tradition or necessity are disadvantaged when attempting to apply the field's preservation tools; and,

WHEREAS, There is a tendency in past and current preservation practice to highlight architectural and aesthetic merit over associations with persons and events when evaluating historical significance, which privileges cultural groups with historical connections to high style architecture; and,

WHEREAS, Historical research methodologies in San Francisco regulatory practice for environmental review often do not require community outreach or public participation in the process of evaluating

historical significance, resulting in findings of historical significance that are often silent on the cultural or social value of the place; and,

WHEREAS, Cultural resource professionals are in the early stages of examining the structures of the field that may be perpetuating inequity, and there has been a lack of awareness and training concerning the issue; and,

WHEREAS, Historical and perpetual structural inequalities have shaped and continue to influence cultural resource disciplines, institutions, and how the past is interpreted.

**MOVED**, that the Commission considered public comment and reviewed the information before them and hereby adopts this Resolution.

### **FINDINGS**

Having reviewed the materials identified in the preamble above, and having heard all testimony and arguments, this Commission finds, concludes, and determines as follows:

The Resolution directs the Planning Department to center its historic preservation work program and resource allocation on racial and social equity; acknowledges and apologizes for the history of racist, discriminatory and inequitable historic preservation policies that have resulted in racial disparities; recommends that the Department develop proactive strategies to address and redress structural and institutional racism, in collaboration with Black and American Indian communities and communities of color; recommends that the Department amend its hiring and promotion practices to ensure that the Department's staff reflects the diversity and demographics of the community at all staff levels; recommends that the Board of Supervisors condemn discriminatory government actions; and recommends that the Department build accountability through metrics and reporting.

**General Plan Compliance.** The Resolution is in conformity with the General Plan's overall principles and discussion of preserving the cultural and economic diversity of our neighborhoods, although further changes to the General Plan may be needed to implement better the Planning Department's racial and social equity policies. While the current General Plan contains some discussion of equity as indicated in the sections listed below, current objectives and policies across Elements do not adequately address disparities that are closely associated with race as well as other vulnerable populations.

#### **I. HOUSING ELEMENT**

POLICY 5.3. Prevent housing discrimination, particularly against immigrants and households with children.

POLICY 9.3. Maintain and improve the condition of the existing supply of public housing, through programs such as HOPE SF.

#### **II. COMMERCE AND INDUSTRY ELEMENT**

OBJECTIVE 3. PROVIDE EXPANDED EMPLOYMENT OPPORTUNITIES FOR RESIDENTS, PARTICULARLY THE UNEMPLOYED AND ECONOMICALLY DISADVANTAGED.

**III. RECREATION AND OPEN SPACE ELEMENT**

POLICY 1.2. Prioritize renovation in highly utilized open spaces and recreational facilities and in high needs areas.

**IV. TRANSPORTATION ELEMENT**

POLICY 1.7. Assure expanded mobility for the disadvantaged.

**V. COMMUNITY FACILITIES ELEMENT**

POLICY 3.6. Base priority for the development of neighborhood centers on relative need.

**VI. COMMUNITY SAFETY ELEMENT**

OBJECTIVE 4. ASSURE THE SOUND, EQUITABLE AND EXPEDIENT RECONSTRUCTION OF SAN FRANCISCO FOLLOWING A MAJOR DISASTER.

**VII. ARTS ELEMENT**

OBJECTIVE II-2. SUPPORT ARTS AND CULTURAL PROGRAMS WHICH ADDRESS THE NEEDS OF DIVERSE POPULATIONS.

**VIII. AIR QUALITY ELEMENT**

POLICY 4.3. Minimize exposure of San Francisco's population, especially children and the elderly, to air pollutants.

**IX. BAYVIEW HUNTERS POINT AREA PLAN**

OBJECTIVE 15. COMBINE SOCIAL REVITALIZATION WITH PHYSICAL AND ECONOMIC REVITALIZATION EFFORTS.

POLICY 9.3

Support expanded role of African American firms in distribution and transportation industries.

POLICY 15.3. Make maximum use of Indigenous community resources to increase civic pride and support physical and economic revitalization.

**X. CHINATOWN AREA PLAN**

OBJECTIVE 1. PRESERVE THE DISTINCTIVE URBAN CHARACTER, PHYSICAL ENVIRONMENT AND CULTURAL HERITAGE OF CHINATOWN.

**XI. EAST SOMA AREA PLAN**

OBJECTIVE 7.3. REINFORCE THE IMPORTANCE OF THE SOUTH OF MARKET AS THE CENTER OF FILIPINO AMERICAN LIFE IN SAN FRANCISCO.

**XII. MISSION AREA PLAN**

OBJECTIVE 7.3. REINFORCE THE IMPORTANCE OF THE MISSION AS THE CENTER OF LATINO LIFE IN SAN FRANCISCO.

**XIII. WESTERN SOMA AREA PLAN**

OBJECTIVE 9.4 REINFORCE THE IMPORTANCE OF THE SOUTH OF MARKET AS A CENTER FOR FILIPINO AMERICAN AND LGBTQ LIFE IN SAN FRANCISCO.

POLICY 9.4.3. Protect and support Filipino, LGBTQ and other minority or culturally significant local business, structures, property and institutions in Western SoMa.

POLICY 9.4.6. Prioritize maintenance and support funding for cultural and service facilities that support Filipino-Americans, such as the Bayanihan Center, the Filipino Education Center, and the West Bay Pilipino Multi-Services Center.

THEREFORE, BE IT RESOLVED, That the Historic Preservation Commission condemns all forms of racism, sexism, homophobia, ableism, and other forms of discrimination; and affirms that all people – which explicitly includes American Indian people, Black people, and other people of color – have a right to be in our City and have a right to safe and affordable housing, neighborhoods free from pollution and violence, opportunities for educational advancement and wealth creation, and access to essential services such as parks, transportation, health care, and places selling healthy food, among others; and,

BE IT FURTHER RESOLVED, That the Historic Preservation Commission stands in solidarity with the civil unrest and demands for justice of our fellow San Franciscans and communities across the nation, and affirms that Black Lives Matter; and,

BE IT FURTHER RESOLVED, That the Historic Preservation Commission must carry its responsibility for safeguarding the City’s diverse cultural heritage with a central focus on racial and social equity; and,

BE IT FURTHER RESOLVED, That the Historic Preservation Commission condemns and apologizes for government practices that have resulted in and continue to have disproportionate impacts upon American Indian people, Black people, and other people of color, including racist, discriminatory, and inequitable planning policies, such as redlining, exclusionary zoning, racial covenants, urban renewal and discriminatory enforcement of land use policies; and,

BE IT FURTHER RESOLVED, That the Historic Preservation Commission supports the recommendation of the Planning Commission to the Board of Supervisors to condemn all discriminatory government practices, including law enforcement practices that have resulted in a disproportionate number of American Indian people, Black people and other people of color dying at the hands of law enforcement; and,

BE IT FURTHER RESOLVED, That the Historic Preservation Commission supports the recommendation of the Planning Commission to the Board of Supervisors to reallocate resources towards expanding access to open space, housing, transportation, and services for American Indian community, Black community, and other communities of color; and that it minimize the negative impacts of budget cuts due to the COVID-19 pandemic on these communities; and,

BE IT FURTHER RESOLVED, That the Historic Preservation Commission recommends that all Department staff move beyond acknowledgement of injustice and take concrete actions that are visible in the reallocation of resources and work program to (1) increase the American Indian and the Black population and provide stability to other communities of color; (2) expand access to open space, housing, transportation, historic preservation, quality amenities and public services, and reduce exposure to environmental pollution in these communities, while ensuring that such investments do not lead to

displacement or exacerbate inequities; and, (3) develop and expand participation for American Indian communities, Black communities, and other communities of color ; and,

BE IT FURTHER RESOLVED, That the Historic Preservation Commission recommends that the Department collaborate with the Office of Racial Equity (ORE) to align its work with ORE's framework to dismantle structural and institutional racism, which asserts that the City's work shall: (1) Affirmatively address racial and social inequities; (2) Assert that housing is a human right, and prioritize equitable housing development without displacement of American Indian communities, Black communities, and other communities of color; (3) Develop public land strategies to meet affordable and inclusionary housing goals; (4) Support wealth-building through home ownership for American Indian communities, Black communities, and other communities of color; (5) Champion housing choice by dismantling exclusionary zoning policies; (6) Promote environmental justice; and (7) Redress the consequences of government-sanctioned racial harm via meaningful City-supported, community-led processes; and,

BE IT FURTHER RESOLVED, That the Historic Preservation Commission recommends that Department staff expand the implementation of Phase I of the Racial & Social Equity Action Plan, to ensure that the Department's internal practices are thoughtfully examined and amended to advance racial and social equity across all of its core functions; and,

BE IT FURTHER RESOLVED, That the Historic Preservation Commission recommends that Department staff increase the resources necessary for the development and implementation of Phase II of the Racial & Social Equity Action Plan to ensure that: (1) plans, policies and programs actively address and redress structural and institutional racism, (2) equity metrics are created in partnership with Black, and American Indian communities and communities of color, and (3) new community strategies are funded based on equity metrics; and,

BE IT FURTHER RESOLVED, That the Historic Preservation Commission recommends that Department staff address racial and social equity as it develops policies and programs to respond to the health, economic and housing crises resulting from the COVID-19 pandemic, prioritizing meeting the needs of Black communities, American Indian communities, and communities of color through its policies and programs to support the adaptive use and design of the public realm, community engagement and planning, protection of tenants and cultural resources, affordable housing preservation and production, streamlining and other support for small businesses, and funding for public services and infrastructure, among others; and,

BE IT FURTHER RESOLVED, That the Historic Preservation Commission recommends that the Department assess, strengthen and fund its partnerships with American Indian, Black and other communities of color to (1) center their voices in the development of plans, policies, regulations and investment strategies, (2) develop a specific definition of racial and social equity, and (3) identify community planning priorities, (4) increase resources for participatory capacity building, and (5) preserve their historic resources and cultural heritage; and,

BE IT FURTHER RESOLVED, The Historic Preservation Commission recommends that the Planning Department recommit to the holistic improvement of the areas of the City where American Indian communities, Black communities, and other communities of color have settled; and,

BE IT FURTHER RESOLVED, That the Historic Preservation Commission recommends that the Planning Department prepare work programs for the Commission's consideration that are designed to enrich the City's cultural fabric through comprehensive considerations of the communities' needs, particularly around racial and social equity; and,

BE IT FURTHER RESOLVED, That the Historic Preservation Commission recommends that the Department amend the General Plan to incorporate policies that explicitly prioritize racial and social equity for American Indian communities, Black communities, and communities of color; and that subsequent amendments to the General Plan utilize a racial and social equity lens; and,

BE IT FURTHER RESOLVED, That the Historic Preservation Commission recommends that the Department change hiring and promotion practices to correct the underrepresentation of American Indian people, Black people, and people of color across all staff levels and ensure the workforce reflects the needs of our communities; and,

BE IT FURTHER RESOLVED, That the Historic Preservation Commission recommends that the Department build accountability by identifying actions it will implement to advance racial and social equity, including developing performance measures, incorporating a racial and social equity lens in budgeting decisions, and reporting to the Commission on its progress at regular intervals; and,

BE IT FURTHER RESOLVED, That the Historic Preservation Commission asserts that the responsibility for implementing these structural and institutional changes falls upon all Department staff, across all levels and functions, and that it should not fall solely or disproportionately upon the American Indian, Black, or people of color staff who are already burdened with their lived experiences of racism; and,

BE IT FURTHER RESOLVED, That the Historic Preservation Commission seeks solutions that address the root causes of inequity in archaeology and historic preservation practice such that resources and power are distributed with an equity lens to include community members in decision making and the preservation and telling of their histories. A deliberate and measured examination of the archaeology and historic preservation field is necessary to identify organizational structures and practices that perpetuate racial and social inequities, and a creative and open approach is required to incorporate new ways of honoring and sustaining cultural heritage; and,

BE IT FURTHER RESOLVED, That the Historic Preservation Commission finds that it is necessary to make the histories of marginalized groups visible in our historic landscapes through preservation and memorialization in order to advance an equitable society in which the contributions and stories of all members of our society are honored. In part, creating this visibility will require that the Department documents and acknowledges the histories of marginalized communities in our work and specifically in the Landmark designation and Cultural District programs; and,

BE IT FURTHER RESOLVED, That the Historic Preservation Commission finds that as members of the historic preservation profession, each of the Commissioners, staff, preservation specialists, and interested members of the public have a responsibility to address the intangible qualities of culture in our current practice in order to safeguard living heritage and to preserve the histories of communities who have experienced migration, displacement, dispossession, or other circumstances that limit their material culture; and,

BE IT FURTHER RESOLVED, That the Historic Preservation Commission finds that the practice of evaluating and managing the cultural heritage of marginalized communities should be deeply informed by and often led by the community. To this end, the Commission will work to ensure that the identification of cultural resources utilizes inclusive research methods that directly address past and current racial and social inequities, it will expand outreach to descendant communities when cultural resources associated with respective groups are potentially impacted by proposed development, and it will outreach to Ohlone and American Indian individuals and groups about cultural resources; and,

BE IT FURTHER RESOLVED, That the Historic Preservation Commission will work to build capacity in communities of color and other marginalized communities to ensure that they have the resources necessary to safeguard their cultural resources, including continued support for the creation and maintenance of Cultural Districts as a means of supporting cultural groups that have experienced discrimination, oppression, and displacement; and,

BE IT FURTHER RESOLVED, That the Historic Preservation Commission encourages utilization of the existing Legacy Business Program as a conduit to target resources towards those longstanding businesses owned and operated by people of color and those serving our vulnerable communities. The Commission will continue to advocate for the prioritization of Legacy Businesses for aid, recognizing that the racial and social disparities that the City's marginalized communities face are exacerbated in times of extreme stress such as this. The Commission recommends monitoring and assisting business in all our commercial corridors, but especially in Districts 5, 7, 10 and 11, and identify unrecognized and underrepresented Legacy Businesses that deserve to be nominated to the Registry and that would benefit from support through this program; and,

BE IT FURTHER RESOLVED, That the Historic Preservation Commission supports the removal of monuments commemorating racial injustice from public spaces, such as the "Early Days" component of the Pioneer Monument and calls on the Arts Commission, Human Rights Commission, and the Recreation and Parks Department to partner with the Historic Preservation Commission in leading a public dialogue on the treatment and interpretation of such monuments within San Francisco; and,

BE IT FURTHER RESOLVED, That the Historic Preservation Commission supports the removal of signage from public spaces and urges public agencies to rename public assets which commemorate racial injustices; and,

BE IT FURTHER RESOLVED, That the Historic Preservation Commission urges the Department to review the Slavery Era Disclosure Ordinance adopted by the Board of Supervisors in 2006 (Section 12Y of the San Francisco Administrative Code) and assess whether this legal tool and policy directive addressing racial equity in economic development and contracting can be utilized to further the Department's goal to advance racial and social equity; and,

BE IT FURTHER RESOLVED, That the Historic Preservation Commission urges the Planning Department to advance racial and social equity through its historic preservation work and recommends consideration of the following actions to integrate equity into the Commission's and Department's historic preservation workplan in coordination with the completion and implementation of the Department's Phase II Racial & Social Equity Action Plan. In collaboration with communities of color and other marginalized communities:

(1) Complete the African American, Chinese American and Latin-x Historic Context Statements; (2) Create an inclusive research and evaluation process; (3) Assess our incentive, funding, and education programs to make them more accessible to underrepresented communities and preservation less burdensome; (4) Determine best practices for identification and preservation of intangible resources; (5) Prioritize Landmark and Legacy Business designations in underserved communities; (6) Assess historic resource inventories for omissions, biases, and disparities; (7) Address training needs and representation of historic preservation consultants and professionals.

NOW THEREFORE BE IT RESOLVED that the Commission hereby APPROVES the proposed Resolution.

I hereby certify that the foregoing Resolution was adopted by the Commission at its meeting on July 15, 2020.



Jonas P. Ionin  
Commission Secretary

AYES: Hyland, Matsuda, Black, Foley, Pearlman, So  
NOES: None  
ABSENT: Johns  
ADOPTED: July 15, 2020