



# SAN FRANCISCO PLANNING DEPARTMENT

---

## Executive Summary Racial & Social Equity Initiative

HEARING DATE: FEBRUARY 6, 2019

*Project Name:* **Racial & Social Equity Initiative**  
*Case No.:* 2016-003351CWP  
*Staff Contact:* Claudia Flores, Principal Planner  
Community Equity & Opportunity Team Manager  
[claudia.flores@sfgov.org](mailto:claudia.flores@sfgov.org), (415) 558-6473  
*Reviewed by:* Miriam Chion, Housing & Equity Programs Manager  
*Recommendation:* **None - Informational**

1650 Mission St.  
Suite 400  
San Francisco,  
CA 94103-2479

Reception:  
**415.558.6378**

Fax:  
**415.558.6409**

Planning  
Information:  
**415.558.6377**

### BACKGROUND

The San Francisco Planning Department (“San Francisco Planning”) has made a commitment to racial and social equity a core tenet of our Department values, culture, and institutional practices. Over the last several years, we have made inroads in advancing a more diverse and inclusive city and workplace through our work. We have a diverse workforce, the number of women and members of the LGBTQ+ community have increased in senior management positions within the last several years, and we have been working with community members to address social equity through our projects, such as the Eastern Neighborhoods Area Plans, Japantown Cultural Heritage and Economic Sustainability Strategy, SoMa Pilipinas Cultural Heritage District, LGBTQ+ Citywide Cultural Heritage Strategy, Mission Action Plan 2020, and Sustainable Chinatown, among others. In addition, several historic context statements focused on communities of color and LGBTQ populations have been adopted or are in progress. They pertain specifically to the history of the City’s African American, Chinese American, Filipino (South of Market), Japanese (Japantown), Latina/o, and LGBTQ populations. These and other initiatives have also resulted in an increase in the designation of landmark properties associated with the history of communities of color and LGBTQ people in San Francisco.

However, much remains to be done to redress the systematic racial and social inequities that have long been a part of our local and national history. Government has played a key role in creating and perpetuating such inequities through decades of discriminatory policies and practices, most significantly through Jim Crow laws, direct displacement from redevelopment, and exclusionary zoning ordinances that resulted in racial segregation, poverty and its concentration. In fact, racial zoning was one of the key government-sanctioned tools to worsen racial segregation and its attendant harms— education and economic deprivation.<sup>1</sup>

The structures that perpetuate inequitable outcomes for people of color and other marginalized groups remain pervasive across the United States and, in many cases, are becoming further entrenched. For example, household income for white households is close to three times that of black families and close to double that of Latino and Native American households, respectively; 53% of inmates in San Francisco

---

<sup>1</sup> The Color of Law, 2017. Richard Rothstein.

County Jail are black while they only comprise about 5% of the City's total population; and statues and symbols glorifying the conquest and genocide of Native American people exist in the City in the face of high dropout rates of Native American students, low life expectancy rate and a high percentage of stress-related illnesses. Given this history and as a local government agency, San Francisco Planning has a responsibility to work towards the reversal of such disparities and can play a key role in changing structures and policies in achieving racially and socially equitable outcomes in San Francisco.

The goal of advancing equity is consistent with San Francisco's General Plan and State Law, as articulated in Assembly Bill 1000 which requires local jurisdictions to add an Environmental Justice (EJ) Element or Policies to the General Plan. Current and recent Mayoral administrations have made equity a key priority. San Francisco Planning's Racial & Social Equity Initiative is situated within a larger citywide effort to advance equity. The recently released [City's Five-Year Financial Plan](#) by the Controller's and the Mayor's Office includes several Citywide Strategic Initiatives in the area of equity and accountability as shared city values, and details steps to incorporate these values into the City's financial planning process and budget investments.

The Five-Year Plan includes the long-term strategy for city investments, under Mayor Breed's leadership, to achieve a diverse, equitable, and inclusive city to generate greater accountability and equitable outcomes in provision of city services and use of city funds. It also highlights existing equity-focused initiatives in the City and a survey of all equity-related efforts by City departments. The Five-Year Plan describes that: "A city that seeks to provide meaningful access to opportunities for advancement for all its residents must pay close attention to serving those residents with the greatest need. Unhoused, unemployed, underemployed, and justice system-involved populations are all examples of high-need populations. Moreover, the City must acknowledge and address the impact of race, gender, sexual orientation, national origin, and place-based discrimination on access to opportunities in San Francisco. It is only through thoughtful consideration of these factors that the City will develop and invest in solutions to eliminate disparities in outcomes for all residents, and help everyone thrive. To make sure that city services are achieving measurable improvements in outcomes for all San Franciscans, especially those of greatest need, it is especially important that the City's budget sets metrics, achieves stated outcomes, and invests in programs that work."

The Controller's Office survey of all equity-related efforts across city concluded in August 2018 with the following findings:

- The City has numerous internal and external facing equity efforts. This includes participation of several City agencies and across-the-country jurisdictions in the national Government Alliance on Race and Equity (GARE) partnership.
- There are many opportunities to coordinate and collaborate across departments to align department strategies and improve citywide outcomes.
- Departmental efforts would benefit from a cohesive citywide equity strategy to help further guide and support departmental goals and policies. A citywide strategy should establish clear goals, policies, and metrics to measure the City's joint progress on entrenched disparities in outcomes.

Our Department will be guided by those efforts to be in alignment with the rest of the City in fulfilling those values. A single department alone cannot influence long-entrenched disparities. To this end, the

citywide racial equity work is being coordinated by the San Francisco Human Rights Commission, with individual departments developing their specific departmental action plans.

### **SAN FRANCISCO PLANNING'S RACIAL & SOCIAL EQUITY INITIATIVE**

San Francisco Planning's Racial and Social Equity Initiative (the "Initiative") includes the following key components:

- a. Phase I (2016 to early 2019):
  - Development of Racial and Social Equity Action Plan Phase I for our internal facing processes and practices. Phase I includes a vision, initial Department-wide goals, objectives and actions to advance racial and social equity in relationship to our internal operations as well as implementation next steps. The Phase I goals cover the following topics:
    - Goal 1: Hiring, Promotions and Recruitment
    - Goal 2: Department Culture, Staff Capacity-Building and Core Competencies
    - Goal 3: Departmental Resource Allocation
    - Goal 4: Procurement and Consultants
    - Goal 5: Department Functions
  - Racial & Social Equity/Structural Racism Training 101 for all staff;
  - A staff survey as baseline to assess Department attitudes and progress towards racial and social equity;
  - An Interim Racial and Social Equity Assessment Tool to apply to relevant projects, policies and practices; and
- b. Phase II (2019)
  - Development of the Racial & Social Equity Action Plan Phase II, with input from the community, inclusive of Department-wide and function-specific goals and strategies for our external-facing work, including those related to the Department's heritage conservation goals;
  - A community engagement and communications strategy;
  - Tailored Racial & Social Equity Assessment Tools; and
  - A progress report on Phase I, and a monitoring and evaluation strategy.
- c. Ongoing:
  - Implementation and monitoring of the Plan through results-based performance measures;
  - A regular (bi-annual) staff survey to assess internal Department progress towards racial and social equity;
  - Updates to the Plan every 3-5 years, with annual reporting to the Commissions and the community on progress.
  - Integration and application of ongoing knowledge and tools into existing community plans, policy and implementation as appropriate to advance racial and social equity.

### *Vision*

San Francisco Planning's vision is to make San Francisco the world's most livable urban place – environmentally, economically, socially and culturally. An essential component of the livability of any place is the degree to which it is racially and socially equitable. Therefore, we drafted a vision to guide San Francisco Planning's Racial & Social Equity work:

*We envision inclusive neighborhoods that provide all with the opportunity to lead fulfilling, meaningful, and healthy lives. We envision a city where public life and public spaces reflect the past, present, and future of San Franciscans. We envision a city where a person's race does not determine their lives' prospects and success.*

*We envision an inclusive Planning Department and Commissions that represent and engage the communities we serve. We envision a Department that proactively infuses racial and social equity in both internal operations and external Planning work. Together, we are reimagining 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. In order to achieve this broader City vision, we must do our part and address racial and social equity within the Planning Department's policies and practices.*

### ***What is racial equity and why are we leading with an emphasis on race?***

GARE, of which the City of San Francisco is part of under the leadership of the San Francisco Human Rights Commission, states that achieving racial equity means that race does not predict one's success and outcomes, statistically and experientially, while also improving outcomes for all. San Francisco Planning adopts this definition to guide this work.

Based on best practices provided by GARE, as well as guidance from other jurisdictions that have carried out similar initiatives, the Department is leading with an emphasis on racial equity during Phase I of this work. Subsequent phases will expand to include other social equity issues beyond race as we develop capacity and resources for implementation.

The reasons for leading with race are described by GARE: *"we recommend leading with race, with the recognition that the creation and perpetuation of racial inequities has been baked into government, and that racial inequities across all indicators for success are deep and pervasive. We also know that other groups of people are still marginalized, including based on gender, sexual orientation, ability and age, to name but a few. Focusing on racial equity provides the opportunity to introduce a framework, tools and resources that can also be applied to other areas of marginalization. This is important because:*

- *To have maximum impact, focus and specificity are necessary. Strategies to achieve racial equity differ from those to achieve equity in other areas. 'One-size-fits all' strategies are rarely successful.*
- *A racial equity framework that is clear about the differences between individual, institutional and structural racism, as well as the history and current reality of inequities, has applications for other marginalized groups.*
- *Race can be an issue that keeps other marginalized communities from effectively coming together. An approach that recognizes the interconnected ways in which marginalization takes place will help to achieve greater unity across communities.*

*It is critical to address all areas of marginalization, and an institutional approach is necessary across the board. As local and regional government deepens its ability to eliminate racial inequity, it will be better equipped to transform systems and institutions impacting other marginalized groups."*

Notwithstanding this initial focus on race, we will broaden our work to address other inequities where it is necessary and efficient to do so. For example, when gathering existing conditions data for a Plan it makes sense to gather all information about all marginalized populations. Similarly, policies can be analyzed to address impacts on all vulnerable groups. One example in which we are already addressing equity on multiple fronts is the Department's work on the LGBTQ+ Cultural Heritage Strategy.

To date, close to 70% of all Planning staff, including senior management, have attended the internal Racial and Social Equity Training. Additionally, the Department has organized several events to support the normalization of conversations about race, including brown bags, discussion spaces, and publication of a Racial & Social Equity History Timeline of San Francisco (now on loan to other departments).

The institutional infrastructure required to advance this work has solidified into a Core Team working on the day-to-day work of the Initiative, and a Department-wide Steering Committee comprised of liaisons from each division to vet and communicate the work more widely.

The Racial and Social Equity Initiative will serve as an implementation model for the City and will help advance racial and social equity in a more explicit and comprehensive way within our internal and external work such as hiring, public information, project review, outreach, policies and programs, staff capacity-building, and process improvements.

## **NEXT STEPS**

Next steps for the Racial and Social Equity Initiative include:

- All employees complete the Department's Racial and Social Equity Training by March 2019; on-going training for new staff will be provided through the Department New Employee Orientation or through the Human Rights Commission 1-day trainings or a combination
- Informational Hearings on Phase I of the Plan at the Planning and Historic Preservation Commissions (early 2019)
- Finalization of Phase I implementation details and draft monitoring and evaluation strategy (early 2019)
- Final actions on Phase I of the Plan at the Planning and Historic Preservation Commissions (early Spring 2019)
- Development of Phase II of the Plan, along with community engagement to inform it (2019)
- Public draft for review and Informational Hearings on Phase II (late 2019)
- Ongoing implementation, tracking, and updates to the Plan every 2-3 years, with annual reporting on progress and outcomes.

Staff propose returning in March/early Spring with a revised version of Phase I of the Plan for the Commissions' consideration for adoption, as well as an update on Phase II development.

**TIMELINE**

**PROJECT TIMELINE**

<b>January - December 2016</b>	Organizing: 15 staff from the Department ("Core Team") participated in year-long Government Alliance on Race and Equity (GARE) training.
<b>Spring 2016</b>	Plan Development: Development of Racial and Social Equity Initiative and Action Plan Phase I launches
<b>Winter 2017</b>	Organizing & Implementation Actions: <ul style="list-style-type: none"> <li>• Internal staff survey completed by 190 staff</li> <li>• Human Rights Commission leads City agencies' GARE participation and citywide Racial &amp; Social Equity Team coordination</li> </ul>
<b>Spring 2017</b>	Implementation Action: Core Team developed and launched structural racism training series for all Department staff
<b>Spring 2018</b>	Plan Development: Racial & Social Equity Action Plan Phase II planning began

NEXT STEPS

<b>1 Winter 2019</b>	<b>Implementation Benchmark:</b> Department completes training of all staff
<b>2 Winter 2019</b>	<b>Plan Development Benchmark: Racial and Social Equity Action Plan Phase I published –</b> <i>January 24, 2019 Informational Hearing at the Planning Commission</i>
<b>3 Spring - Fall 2019</b>	<b>Plan Development Benchmarks:</b> <ul style="list-style-type: none"> <li>• <b>Action Plan Phase I</b> action by the Planning Commission</li> <li>• <b>Action Plan Phase II</b> community engagement phase launches spring 2019 - summer 2019</li> <li>• <b>Action Plan Phase II</b> draft at the Planning Commission (late summer/early fall 2019), action late fall/early winter</li> </ul>
<b>4 Ongoing</b>	<b>Plan Implementation, Monitoring and Updating:</b> <ul style="list-style-type: none"> <li>• Implement, monitor and update the Plan every 3 years (2020-2023)</li> <li>• Update Planning and Historic Preservation Commission yearly (or with every Plan update)</li> </ul>

**RECOMMENDATION: None - Informational**

**Exhibit:** Draft Phase I Racial & Social Equity Action Plan

**RACIAL &  
SOCIAL  
EQUITY**  
INITIATIVE

**ACTION PLAN: PHASE I**



# FOREWORD FROM DIRECTOR JOHN RAHAIM

I am proud to present the San Francisco Planning Department's first ever Racial & Social Equity Action Plan. This Plan is a declaration of the Department's key role and commitment to ensuring equitable and inclusive outcomes in San Francisco.

Developing a long-term vision for the City that will guide and shape its future requires us to acknowledge and learn from our legacies of discrimination. Exclusionary land-use policies that were used to segregate lower-income people and people of color continue to be some of the largest barriers to realizing our goal.

As a city experiencing rapid growth and increasing pressures to provide affordable housing and prevent the loss and displacement of existing residents, we must leverage our core values of diversity, equity, justice, and inclusion to develop structures and policies that resist all forms of oppression.

We know that it is difficult to confront racial disparities. But it is our responsibility to do so, for anything less will only hurt our City and deny our communities full access to safe and decent housing, open space, transportation and infrastructure, and opportunities for well-being and engagement. City government must work together with the community to ensure all systems and structures that prevent us from achieving full equity are dismantled.

We must continually strengthen our efforts to stabilize our existing neighborhoods, in particular those most vulnerable to the impacts of job and population growth; and use every tool at our disposal to make them healthier and more equitable. I firmly believe that the City of San Francisco has done more to address equity issues than any other city in the US. The San Francisco Planning has been advancing social equity for over a decade through our work and collaborations with the community, such as Production, Distribution and Repair (PDR) protection

planning, the Japantown Cultural Heritage and Economic Sustainability Strategy, the Health Care Services Master Plan, the Mission Action Plan 2020, the SoMa Pilipinas Filipino Cultural Heritage District, and Sustainable Chinatown, among others.

Our Racial & Social Equity Action Plan is consistent with the Mayor's priorities and the goals of Departmental Directors across the City and will help us further advance racial and social equity in our work, including internal and external processes such as hiring, public information, project review, outreach, policies and programs, staff capacity-building, and process improvements.

I'd like to thank the commitment and hard work of staff who strive every day to improve the quality of life in San Francisco. Together, we will address the challenges we face with optimism, commitment, and hard work to ensure that San Francisco remains one of the world's greatest and most diverse cities.

# EXECUTIVE SUMMARY

The San Francisco Planning Department (“San Francisco Planning”) has made a commitment to racial and social equity a core tenet of our values, culture, and institutional practices. Over the last several years, San Francisco Planning has made inroads in advancing a more diverse and inclusive city and Department. As Planning schools have diversified, our workforce is more diverse than it was a decade ago, particularly among planner positions, the number of women and members of the LGBTQ community in senior management positions has increased within the last five years, and we have been addressing social equity through our programs and partnerships, such as the Eastern Neighborhoods Area Plans, Green Connections project, Japantown Cultural Heritage and Economic Sustainability Strategy, SoMa Pilipinas Cultural Heritage District, LGBTQ Citywide Cultural Heritage Strategy, Mission Action Plan 2020, and Sustainable Chinatown, among others.

However, much remains to be done internally and externally to redress the systematic racial and social inequities that have long been a part of our local and national history. Government has played a key role in creating and perpetuating such inequities through decades of discriminatory policies and practices, most significantly through Jim Crow laws, direct displacement from redevelopment, and exclusionary zoning ordinances that resulted in racial segregation, poverty and its concentration. In fact, racial zoning was one of the key government-sanctioned tools to worsen racial segregation and its attendant harms—education and economic deprivation<sup>1</sup>.

The structures that perpetuate inequitable outcomes for people of color and other marginalized groups remain pervasive across the United States and, in many cases, are becoming further entrenched. For example, household income for white households is close to three times that of black families and close to double that of Latino, and Native American

households; 53% of inmates in San Francisco County Jail are black while they only comprise about 5% of the City’s total population; and statues and symbols glorifying the conquest and genocide of Native American people exist in the city in the face of high dropout rates of Native American students, low life expectancy rate and a high percentage of stress-related illnesses.

Given this history and as a local government agency, the Department has a responsibility to work towards the reversal of such outcomes and plays a key role in changing structures and policies in achieving racially and socially equitable outcomes in San Francisco.

Similarly, based on the results of our internal survey people of color account for the majority of support position and their representation declines in the higher ranks of the Department. Staff also report needing more tools and training to address disparities through our work. Additional key findings are that people of color perceive and experience more racial tension in the Department compared to their white colleagues, and that senior managers’ perceptions of existing levels equity within the Department and commitment to equity is higher than the perceptions of the rest of the staff (broken down by both race/ethnicity as well as job classification). Therefore, a racial and social equity strategy must address disparities internally in the workplace to advance organizational equity, and externally to improve outcomes in the community.

Achieving our goals would translate into outcomes such as retaining and attracting a talented and diverse workforce at all levels (consistent with local, state and federal laws) so that all Department staff can thrive, have meaningful jobs and career advancement; ensuring our staff understand their role and can implement equitable planning; minimizing displacement and strengthening our communities, particularly our most vulnerable populations

<sup>1</sup> The Color of Law, Richard Rothstein

such as the black and Native American community in San Francisco; and ensuring our community engagement and communication practices are inclusive and accessible for all community members, among others.

The goal of advancing equity is consistent with San Francisco's General Plan and State Law, as articulated in Assembly Bill 1000 which requires local jurisdictions add an Environmental Justice (EJ) Element or Policies to the General Plan.

Current and recent Mayoral administrations have made equity a key priority. The City's Five-Year Financial Plan released on January 4, 2019 highlights equity as a city value and puts forward "the long-term strategy for City investments, under Mayor Breed's leadership, to achieve a more diverse, equitable, and inclusive city and to generate greater accountability and equitable outcomes in the provision of city services and use of city funds". It also highlights existing equity-focused initiatives. The citywide racial equity work is being coordinated by the Human Rights Commission (HRC), with individual Departments developing their specific departmental plans, goal, objectives and strategies.

San Francisco Planning launched a Racial and Social Equity Initiative (the "Initiative"), consistent with the above citywide efforts, which includes the following key components:

- » Development of Racial and Social Equity Action Plan Phase I (the "Plan") for our internal-facing processes and practices, inclusive of training for all staff; a regular (biannual) staff survey to assess Department attitudes and progress towards racial and social equity; and a interim Racial and Social Equity Assessment Tool to apply to relevant projects, policies and practices;

Phase I also details a vision, initial Department-wide goals, objectives and actions to advance racial and social equity in relation to the

Department's internal operations and its relationship to larger City government. The detailed next steps to implement them such as timing, lead, and accountability measures are under development. The Plan also provides historical and current context for how we developed these goals and strategies.

- » Development of Phase II of the Racial & Social Equity Action Plan inclusive of Department-wide and function-specific goals and strategies for our external-facing work, with input from the community.

Phase II will also include a community engagement and communications strategy; more tailored Racial & Social Equity Assessment Tools that staff can use to incorporate a racial and social equity lens into various aspects of their work; and a monitoring and evaluation strategy to sustain this work over the long-term. Phase II work is already underway.

- » The final component is the ongoing implementation, tracking and monitoring of the Plan through clear, results-based accountability measures; and updating the Plan every 3-5 years, with annual updates to the Commissions and the community on the progress.

## **Why are we leading with an emphasis on race?**

Based on trainings and best practices provided by the Government Alliance on Race and Equity (GARE), as well as guidance from other jurisdictions that have carried out similar initiatives, the Department is leading with primary emphasis on racial equity during Phase I of this work. Subsequent phases will expand to include other social equity issues beyond race as we develop capacity and resources for implementation. The reasons for leading with race are described by GARE::

*“..leading with race, with the recognition that the creation and perpetuation of racial inequities has been baked into government, and that racial inequities across all indicators for success are deep and pervasive. We also know that other groups of people are still marginalized, including based on gender, sexual orientation, ability and age, to name but a few. Focusing on racial equity provides the opportunity to introduce a framework, tools and resources that can also be applied to other areas of marginalization. This is important because:*

- » *To have maximum impact, focus and specificity are necessary. Strategies to achieve racial equity differ from those to achieve equity in other areas. ‘One-size-fits all’ strategies are rarely successful.*
- » *A racial equity framework that is clear about the differences between individual, institutional and structural racism, as well as the history and current reality of inequities, has applications for other marginalized groups.*
- » *Race can be an issue that keeps other marginalized communities from effectively coming together. An approach that recognizes the inter-connected ways in which marginalization takes place will help to achieve greater unity across communities.*

*It is critical to address all areas of marginalization, and an institutional approach is necessary across the board. As local and regional government deepens its ability to eliminate racial inequity, it will be better equipped to transform systems and institutions impacting other marginalized groups.”<sup>2</sup>*

Notwithstanding this initial focus on race, we will broaden our work to address other inequities where it is necessary and efficient to do so. For example, when gathering existing conditions data for a Plan or a project it makes sense to gather all information about all marginalized populations at once. Similarly, policies and interventions can be analyzed to address impacts on all vulnerable groups.

<sup>2</sup> Government Alliance on Race and Equity (GARE) <https://www.racialequityalliance.org/>

This Initiative will serve as an implementation model for the City and will help to advance racial and social equity in a comprehensive way within our internal and external work such as hiring, public information, project review, outreach, policies and programs, staff capacity-building, and process improvements.

San Francisco Planning’s vision is to make San Francisco the world’s most livable urban place – environmentally, economically, socially and culturally. An essential component of the livability of any place is the degree to which it is racially and socially equitable. The Department uses GARE’s definition of a racially equitable city as one in which a person’s race does not determine life outcomes, either statistically or experientially.

### **The Phase I goals of the Plan are as follows:**

**Goal 1:** Hiring, Promotions and recruitment: The San Francisco Planning Department becomes a leader in ensuring diverse, inclusive, and racially and socially equitable hiring and recruitment practices consistent with federal, state and local laws; it achieves and maintains a high level of racial and social diversity at all job classification levels.

**Goal 2:** Department Culture, Staff Capacity-Building and Core Competencies: All Planning Department staff develop a strong understanding of racial and social equity, embody it as a Department value and competency, and can identify opportunities to advance racial and social equity from their unique role within the Department.

**Goal 3:** Resource Allocation: Departmental Resource Allocation: San Francisco Planning allocates discretionary budget and staff time to prioritize work that addresses racial and social disparities. The Department will proactively and routinely consider racial and social equity during the budgeting process, and solicit public input, where appropriate, to inform it in discretionary areas with racial and social equity opportunities.

**Goal 4:** Procurement and Consultants: Racial and social equity are embodied as values in the Department’s request for proposals, project scopes, consultant selection criteria and process, and in professional services contracting. The Department

will embody racial and social equity through the procurement and contracting process, consistent with local, state and federal law.

**Goal 5:** Department functions: Ensure the Planning Department's core functions and services (programs, policies, services and activities) advance racial and social equity. Develop division and function-specific goals, tools, and assessments to align the mission of the Planning Department with greater racial and social equity outcomes as part of Phase II.

Finally, this document contains additional details about implementation next steps for Phase I and what to expect for Phase II of the Initiative. The key next steps include:

- » Informational Hearings on Phase I of the Plan at the Planning and Historic Preservation Commissions (early 2019)
- » Finalization of Phase I implementation details and draft monitoring and evaluation strategy (early 2019)
- » Final actions on Phase I of the Plan at the Planning and Historic Preservation Commissions (early Spring 2019)
- » Development of Phase II of the Plan, along with community engagement to inform it (2019)
- » Public draft for review and Informational Hearings on Phase II (late 2019)
- » Ongoing implementation, tracking, and updates to the Plan every 2-3 years, with annual reporting on progress and outcomes.

## WHAT IS STRUCTURAL RACISM?

*“Structural racism refers to the history and the current culture, ideology, and interactions of all institutions and policies that work together to create a system that perpetuates inequity.*

*An example is the racial disproportionality in the criminal justice system. The predominance of depictions of people of color as criminals in mainstream media, combined with racially inequitable policies and practices in education, policing, housing and others combine to produce this end result. And while some institutions play a primary responsibility for inequitable outcomes, such as school districts and disproportionate high school graduation rates, the reality is that there are many other institutions that also impact high school graduation rates, such as health care, criminal justice, human services, and more.”<sup>1</sup>*

<sup>1</sup> GARE, 2015: [https://racialequityalliance.org/wp-content/uploads/2015/02/GARE-Resource\\_Guide.pdf](https://racialequityalliance.org/wp-content/uploads/2015/02/GARE-Resource_Guide.pdf)



# ACKNOWLEDGEMENTS

San Francisco Planning's first Racial & Social Equity Plan, Phase I, is the result of two years of work with all Department staff. Conversations about race can be difficult, and we appreciate everyone's thoughtful participation and contributions. The Plan reflects staff's collective ideas in a way that set us up for implementation to make a difference in outcomes internally, and for working with the community on Phase II of this work.

We want to acknowledge late Mayor Edwin M. Lee for advancing a diverse, equitable and inclusive vision for the City, and Mayor London Breed for her leadership in putting forward a long-term strategy for City investments that will allow us to implement this vision.

We would also like to thank the Human Rights Commission staff for their leadership and technical assistance and the City Departments that are undergoing a similar effort. The sharing of process, resources, and knowledge helps ensure that the City Family will speak with one voice internally and in the community on advancing racial and social equity. Also, we thank staff members of the Core Team and the Steering Committee who are dedicating time and expertise, and members of the community who have raised these issues in multiple venues. We look forward to working with you on the phase II of the Plan.

Lastly, we would like to thank our Director, John Rahaim, for his vision and commitment to this effort, and the Planning and Historic Preservation Commissions for their support and their direction on this important work.

# TABLE OF CONTENTS

## 04 I. BACKGROUND, PLAN COMPONENTS & APPROACH

- 04 Background
- 04 Plan Components
- 05 Approach

## 09 II. VISION

- 09 San Francisco Planning's Racial & Social Equity Vision

## 03 III. WHY RACIAL EQUITY MATTERS IN PLANNING

- 14 **External Conditions (Citywide)**
- 15 Citywide Demographics
- 15 Median Household Income & Unemployment
- 16 Housing Burden by Race
- 17 Home Ownership by Race
- 17 Health
- 17 Youth Success and Education
- 20 Criminal Justice
- 21 **Internal Conditions (Planning Department)**
- 21 Culture Survey - Overall Findings
- 26 Internal Survey Implications for our Strategy
- 30 Survey Conclusions

## 31 IV. PHASE I PLANNING DEPARTMENT RACIAL AND SOCIAL EQUITY STRATEGY

- 32 **Goal 1: Hiring, Recruitment and Promotion**
- 34 **Goal 2: Department Culture, Staff Capacity-Building and Core Competencies**
- 35 **Goal 3: Resource Allocation**
- 36 **Goal 4: Procurement and Consultants**
- 38 **Goal 5: Department Functions**

## 39 V. PHASE I IMPLEMENTATION NEXT STEPS

- 40 Progress & Next Steps
- 40 Staff Capacity-Building and Training
- 41 Racial and Social Equity Tools and Assessment
- 41 Staffing
- 43 Citywide Coordination and Partnerships

## 42 VI. PHASE II NEXT STEPS

- 46 Scope

**47 VII. APPENDIX**

52	Interim Racial and Social Equity Tool and Assessment: How-to-Guide
60	Sample Implementation Matrix
60	Timeline Overview
61	Training Curriculum Overview
62	Full Internal Culture Survey Report (Forthcoming)
62	Data Dictionary (Forthcoming)





**BACKGROUND,  
PLAN COMPONENTS  
& APPROACH**

# BACKGROUND, PLAN COMPONENTS & APPROACH

## Background

Beginning in early 2016, a team of 12 Planning Department and 15 San Francisco Public Utilities Commission staff participated in a year-long training facilitated by the [Government Alliance on Race and Equity](#) (GARE), a non-profit national network of government agencies working to achieve racial equity and advance opportunities for all. The training was designed and targeted specifically for those working in government and focused on key concepts, strategies and approaches to tackle racial disparities across multiple measures. Four additional Planning Department staff attended the subsequent year's GARE training, along with 20 staff from a city-wide cohort representing 14 City and County of San Francisco ("City") agencies. Moving forward, additional City staff will attend subsequent GARE cohorts coordinated by the Human Rights Commission.

GARE's framework helped the Department's ability to identify opportunities for advancing racial equity both within the Department and externally with communities, and provided examples of best practices from other jurisdictions. The Planning Department staff who graduated from GARE now form the Core Team, tasked with the development of the Initiative. The Core Team developed five initial Department-wide goals for Phase I, included in this Action Plan, in consultation with staff members whose work relates directly to those goals. Topics covered relate to hiring, staff capacity-building, resource allocation, procurement, and a general goal for our external-facing work. These goals provide initial high-level direction as to how the Department will incorporate racial equity into its work.

## Plan Components

The first ever Department's Racial & Social Equity Action Plan is composed of two phases. Phase I



focuses on Planning as a workplace. Workplaces with greater diversity and inclusion tend to experience less turnover, greater employee satisfaction, higher efficacy and productivity.<sup>3</sup> The goals and strategies are aimed at ensuring that our Planning staff is diverse and that staff members have competencies which enable them to advance racial and social equity from their respective roles. The Plan contains a racial and social equity vision; goals, objectives and actions; data across a number of internal and external indicators; an interim racial and social equity assessment tool; and next steps to implement. This document is meant to function as an initial road map for the Department's goals and strategies relating to racial and social equity.

Phase II of the Plan, to be completed in 2019, will focus on the Department's external-facing work. It will incorporate function-specific goals and tailored tools developed in partnership with staff possessing expertise in the Department's different areas of work. It will contain a progress report on phase I, specific goals, objectives and strategies, and implementation details for those actions, a community

<sup>3</sup> <https://www.racialequityalliance.org/about/our-approach/race/> <https://www.mckinsey.com/~/media/mckinsey/business%20functions/organization/our%20insights/why%20diversity%20matters/diversity%20matters.ashx>



engagement and communication strategy (both internal and external), and methods for evaluating, overseeing, and sustaining our work on racial and social equity over the long term.

## Approach

The Initiative’s approach is developed from best practices in the field of jurisdictional racial and social equity efforts recommended by GARE. GARE is a joint project of the [Race Forward](http://www.racialequityalliance.org/about/who-we-are/) and the [Haas Institute for a Fair & Inclusive Society](http://www.racialequityalliance.org/about/our-approach/government/).<sup>4</sup>

According to GARE, the ultimate goal of a jurisdiction’s racial equity work should be “to eliminate racial inequities and improve outcomes for all racial groups.”<sup>5</sup> GARE points out that to achieve these aspirations and arrive at different outcomes this requires a transformation of government. Therefore, GARE recommends the following ingredients to guide this:

- » Involvement and support of high level leadership;
- » Committed action teams to guide the work;

- » Supportive community leaders particularly those that represent the community; and
- » Effective structures and practices for planning, accountability, implementation and engagement

GARE also recommends a three-pronged approach to organizational transformation; San Francisco Planning’s Initiative follows this established model:<sup>6</sup>

1. **Normalize**—Establish racial equity as a key value by developing a shared understanding of key concepts across the entire jurisdiction and create a sense of urgency to make changes. The Department’s Racial & Social Equity training and Department brown bags are the key activities to help normalize the conversation about race within the Department.
2. **Organize**—Build staff and organizational capacity, skills, and competencies through training while also building infrastructure (organization systems) to support the work, such as internal organizational change teams and external partnerships with other institutions and community groups. The Department’s Core Team and Steering Committee serve as the current organizational structures for this work. The Citywide Racial Equity Team led by Human Rights Commission is a key coordinating partner.
3. **Operationalize**—Put theory into action by implementing new tools for decision-making, measurement, and accountability such as a Racial Equity Tool and a Racial Equity Action Plan. An interim tool is included in this Phase I Action Plan for the Department.

<sup>4</sup> <http://www.racialequityalliance.org/about/who-we-are/>

<sup>5</sup> <http://www.racialequityalliance.org/about/our-approach/government/>

<sup>6</sup> <http://www.racialequityalliance.org/wp-content/uploads/2016/11/GARE-Racial-Equity-Action-Plans.pdf>

## MAP2020

The Department is already working in some contexts to advance positive racial and social equity processes and outcomes. In 2015, the Department formed the Community Development team to work in partnership with communities most impacted by demographic change (through displacement and gentrification) to find solutions to these issues and other community needs, to build capacity and to advance equity. These are primarily low-income communities of color.

Mission Action Plan 2020 (MAP2020) is an example of a recent Department project that has been deliberate about ensuring equitable outcomes and addressing disproportionate impacts for a specific population impacted by the housing affordability crisis due to gentrification and displacement.

MAP2020 is a city-community collaboration, initiated by community organizations, to address the loss of low and moderate income households in the Mission District of San Francisco. The Mission District is one of San Francisco's neighborhoods most impacted by gentrification and displacement, given its proximity to good transit and amenities. The Mission has had among the highest eviction numbers in the City for several consecutive years.

The loss of these households corresponds with the significant loss of the Latino population in the Mission and a parallel increase of a white and more affluent demographic. MAP2020 is an explicit effort to document these trends, acknowledge the importance of strengthening and retaining these households as well as the businesses, nonprofit organizations and arts institutions that serve them, and develop new and target existing policies and programs to achieve the goal of stabilizing these households and affordable community amenities. MAP2020 is not an effort to exclude the more affluent, white population, but to retain the existing lower-income, non-white households even as new households move in so all household have an opportunity to thrive and live in the City.

MAP2020 has been innovative work for the City on a number of fronts: acknowledging historic inequities, being co-led by the City and community participants, and requiring an intentional process and building of trust given the historic inequities, governments role in perpetuating them, and the current state of crisis.

Other examples of recent Department projects that use this deliberate lens to address disproportionate impacts of issues such as displacement and affordability on specific groups include the Tenderloin Development without Displacement collaboration, Sustainable Chinatown, and the Community Stabilization Strategy. Moving forward, the Racial & Social Equity Initiative will be a tool to build on these individual efforts and systematically bring racial and social equity outcomes to the forefront of our external as well as internal work.



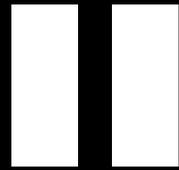
## Historic & Cultural Preservation Work

The San Francisco Planning Department serves as staff to the local Historic Preservation Commission (HPC) and is responsible for implementing the City's historic preservation program. In recent years, the Department'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 on and/or supported community-based projects to develop historic context statements (a planning tool used for preservation planning purposes) focused on identifying and protecting historic resources associated with San Francisco's African American, Chinese, Filipina/o, Latina/o, and LGBTQ+ histories. For the past several years, the HPC has also prioritized the landmark designation of properties associated with underrepresented racial/ethnic and social groups.

In addition to protecting these critically important elements of the City's built heritage, local communities and government actors alike have called for the creation of new tools and strategies for the safeguarding of non-architectural, or intangible, cultural heritage assets. Such assets include businesses, nonprofit organizations, festivals and events, and cultural traditions — in other words, the City's living heritage and cultures. It may come at no surprise that these efforts have largely been led by, and centered on, communities of color and LGBTQ+ communities whose cultural heritage is disproportionately at risk of displacement or erasure. Several new City programs have emerged from these conversations, including the San Francisco Legacy Business Registry, focused on the retention of the City's longstanding businesses and nonprofit organizations, as well as a Cultural Districts Program that has resulted in the creation of the Calle 24 Latino Cultural District, SoMa Pilipinas Cultural

Heritage District, and the Bayview African American Arts & Cultural District. The Japantown Cultural Heritage and Economic Sustainability Strategy and the Citywide LGBTQ+ Cultural Heritage Strategy are two other recent initiatives aimed at preserving culture and community in San Francisco.





**VISION**

# VISION

The Planning Department’s vision is to make San Francisco the world’s most livable urban place – environmentally, economically, socially and culturally. An essential component of the livability of any place is the degree to which it is racially and socially equitable. The Department borrows GARE’s definition of a racially equitable city as one in which a person’s race does not determine life outcomes, statistically or experientially.

This is currently not the case in San Francisco – across every social indicator people of color experience disparate outcomes such as different rates of homeownership, a greater housing burden, and greater unemployment based on race. Many of those outcomes are directly impacted by our work. The Department developed the following vision statement to guide how we incorporate racial and social equity into our daily work.



## San Francisco Planning’s Racial & Social Equity Vision

We envision inclusive neighborhoods that provide all with the opportunity to lead fulfilling, meaningful, and healthy lives. We envision a city where public life and public spaces reflect the past, present and future of San Franciscans. We envision a city where a person’s race does not determine their lives’ prospects and success.

We envision an inclusive Planning Department and Commissions that represent and engage the communities we serve. We envision a Department that proactively infuses racial and social equity in both internal operations and external Planning work. Together, we are reimagining 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.

In order to achieve this broader city vision, we must do our part and address racial and social equity within the Planning Department’s policies and practices.

### OUR APPROACH TO CHANGE

The pursuit of racial and social equity must be a key driver of internal and external change alongside other widely accepted drivers such as innovation, efficiency, and collaboration – among others. Internal changes impact how the Department functions as an organization and workplace, and aligns with our commitment to employee satisfaction. External changes impact how we conduct our public-facing Planning work and influence the degree to which our processes and policies are inclusive, fair and consistent.

To fully embody racial and social equity as a value, we must operationalize it as a core practice both internally and externally by undertaking a comprehensive strategy supported by accountability systems, effective communication channels, progress tracking and strategy iteration and evolution.

In order to accomplish this objective, the Department commits to:

- » Providing leadership
- » Instituting structural changes
- » Providing staff training
- » Developing tools to incorporate racial and social equity in our work and processes
- » Collaborating with other agencies

All Planning Department staff has a role and responsibility to advance racial and social equity both in the workplace and through their work – the specifics will vary across function. Staff will receive training to ensure comfort and confidence with racial and social equity as a core competency.

### **WHAT WILL BE DIFFERENT AS A RESULT**

Regardless of racial and other identities, every planning process will be deeply inclusive. The Department will proactively and continuously engage communities of color and other marginalized groups in Planning processes and decisions. The Department will allocate sufficient resources to achieve goals aligned with improved outcomes for communities of color and other marginalized communities. We will create structures of accountability to communities experiencing inequity. Our Department will have assessments, policies, programs, and implementation actions that strive for racial and social equity at every point.

The Department's staff will be racially, socially, and linguistically diverse and reflective of the City of San Francisco and the San Francisco Bay Area across divisions and at all levels within the agency (through hiring and promotion practices consistent with local, state and federal law).

### **WHAT WE HAVE AND WHAT WE NEED**

We have the enthusiasm, leadership, initial tools, skills, and resources to improve racial and social

equity outcomes in San Francisco. We are committed to developing a shared language for advancing these difficult conversations, supporting the development of Planning staff, and infusing racial and social equity frameworks throughout the organization. We have a variety of relationships with communities and a multiplicity of staff experiences that will make this effort rich, relevant and impactful.

We need to deepen the understanding of the Department's role in perpetuating racial and social inequity across the organization and the City. Past Planning activities such as exclusionary zoning and redevelopment in communities of color, and current pressures impacted by Planning processes and policies as well as broader socio-economic trends such as gentrification and displacement, should be examined with a critical lens that considers who is burdened and who benefits from process, policy and decision-making.

We need a Racial and Social Equity Plan that provides guidance and is updated as we move forward. We need staff equipped to advocate for racial and social justice and to take proactive steps to address racial inequity within our Department's plans, programs, and practices.

We need a more equitable allocation of resources on projects and among communities, and public engagement practices and strategies that prioritize racial and social equity. We need to understand where inequitable resource allocations exist so that we can shift resources towards more equitable outcomes. We need more diversity in our Department at all levels and hiring processes that seek to eliminate structural imbalances.





**WHY RACIAL  
EQUITY MATTERS  
IN PLANNING**

# WHY RACIAL & SOCIAL EQUITY MATTERS IN PLANNING

A livable, smarter and more equitable San Francisco will prioritize racial, social and economic equity. This is more true today given the deepening of income inequality, displacement of low to moderate income households, and the national politics of divisiveness and rise in hate speech and conduct. In San Francisco, and the rest of the nation, there is a long history of making decisions that reinforce and exacerbate racial, social and economic inequities. San Francisco's own history contains numerous instances of this, such as urban renewal in the Fillmore, the Chinese Exclusion Act enforced in Chinatown, and the forcible removal of the Japanese-American population from Japantown during Japanese internment (see history timeline in Appendix).

Current trends show inequities exacerbating across a wide range of indicators, described in the external condition sections below. Given these structural inequities, it has become more urgent that Planning make equity a priority and explicitly counteract the current trends if we are to remain a diverse, equitable and inclusive city.

This section presents some selected indicators of current conditions at two levels to further highlight why racial and social equity matters in our work. The first is related to San Francisco residents, employees, and communities that are relevant to the Department's work, and which the Department can influence as an *agency*. The second is related to the Planning Department as a *workplace*.

Equity outcomes are the result of centuries of interconnected systems and structures that privilege some groups while disadvantaging and oppressing other groups. The Planning Department is only one actor in a vast and complex web of local, regional, state, and national institutions. As such, progress may be slow and difficult to capture year over year

at the citywide level since many factors, including agencies and actors at different levels of government, influence outcomes.

The data presented in these two sections is presented without discussion of causality. Also, as previously mentioned, the Department is leading with primary emphasis on race in Phase I of this work. During Phase II and future updates to the Plan, we will include more data with information about other marginalized communities.

## External Conditions (Citywide)

The data below provides a picture of some of the racial and social disparities present in the City and County of San Francisco today.

Some of the data relate directly to the work of the Planning Department in a significant way while others are more tangentially related. In the latter case, it is still important to have a broad understanding of the systems in which inequities exist so that, as systems interact, improvements in one area can drive improvements in another. For example, improving housing security may positively impact education outcomes for youth. In instances where the Department's work intersects with any specific data, equity strategies should be appropriately targeted, implemented, and resourced.

Since various City departments are advancing this work simultaneously, the tracking and collection of a more full set of data indicators against which we can measure progress of our efforts will be coordinated within San Francisco's citywide Racial Equity Team to avoid duplication of efforts. The Department of Public Health currently publishes data through the [San Francisco Indicator Project](#), a neighborhood-level data system that measures how San Francisco performs in eight dimensions of a healthy, equitable economy. Additional coordination among agencies will help determine the lead agency to continue to update, house and track this data moving forward for the purposes of advancing our collective Equity Initiatives. The Planning Department is committed to working in collaboration with other City agencies to track the current conditions of racial and social

equity indicators in order to provide a baseline from which to assess incremental and cumulative progress over time.

As the Plan implementation and outcomes are evaluated and re-evaluated in the coming years, data for the indicators Planning influences the most should be updated and new metrics developed for future Plan updates; this will help provide a more accurate assessment of the Plan’s and the City’s equity long-term impact. The appendix includes a data dictionary describing each performance area, its key metrics, data sources, and frequency of data updates.

### CITYWIDE DEMOGRAPHICS

Historically high housing prices, the loss of blue-collar jobs, and an influx of affluent workers who collectively are less diverse than the existing population (in terms of both race and gender), have exacerbated racial, social, and economic inequities in San Francisco. These factors have especially affected the black community, which in the last 20 years has decreased by close to 50% from what it was in the 1990s. It currently makes up around 5% of City residents despite significant citywide population growth over the past twenty years - from 745,000 residents in 1998 to 840,763 today.

**Table 1. 2016 San Francisco Demographics**

RACE & ETHNICITY	% OF TOTAL POPULATION
White	48
Asian	34
Black/African American	5
Native American / Alaska Native	0.3
Native Hawaiian / Pacific Islander	0.4
Hispanic /Latino (of any race)	15
Other/Two or More Races	12

Source: Census Bureau, 2012-2016 American Community Survey data

### MEDIAN HOUSEHOLD INCOME & UNEMPLOYMENT

Employment and income data for San Francisco indicate that economic opportunities and conditions for communities of color lag significantly behind those for their white neighbors. For example, non-white households earn significantly less than white households in the City. The *median household income* for white households in 2010 was 117.5% of the citywide median, or \$83,796 – the highest of all groups. Black households, by contrast, earned just 43.3% of the median income, or \$30,840 – the lowest of all groups, followed by Native Americans. See Table 2.

**Table 2. 2010 Household Income by Race/Ethnicity**

RACE OR ETHNICITY	MEDIAN HOUSEHOLD INCOME	% OF SAN FRANCISCO MEDIAN HOUSEHOLD INCOME (\$71,304)
White	\$83,796	117.5%
Black/African American	\$30,840	43.3%
American Indian/Alaska Native	\$51,087	71.6%
Asian	\$60,648	85.1%
Native Hawaiian/Pacific Islander	\$57,560	80.7%
Other Race	\$52,599	73.8%
Two or More Race	\$66,473	93.2%
Hispanic or Latino	\$55,985	78.5%

Source: Census Bureau & San Francisco 2014 Housing Element, Table I-16

The disparity in employment rates is similarly wide. Whereas the *unemployment rate* from 2010-2014 among white San Franciscans is 5.8%, unemployment rates in San Francisco’s communities of color are 1.5 to 3 times as high, with the highest unemployment rate among black residents at 17.1%, followed by Native Americans at 15.2% (see Table 3 below).

**Table 3. 2014 Unemployment by Race/Ethnicity**

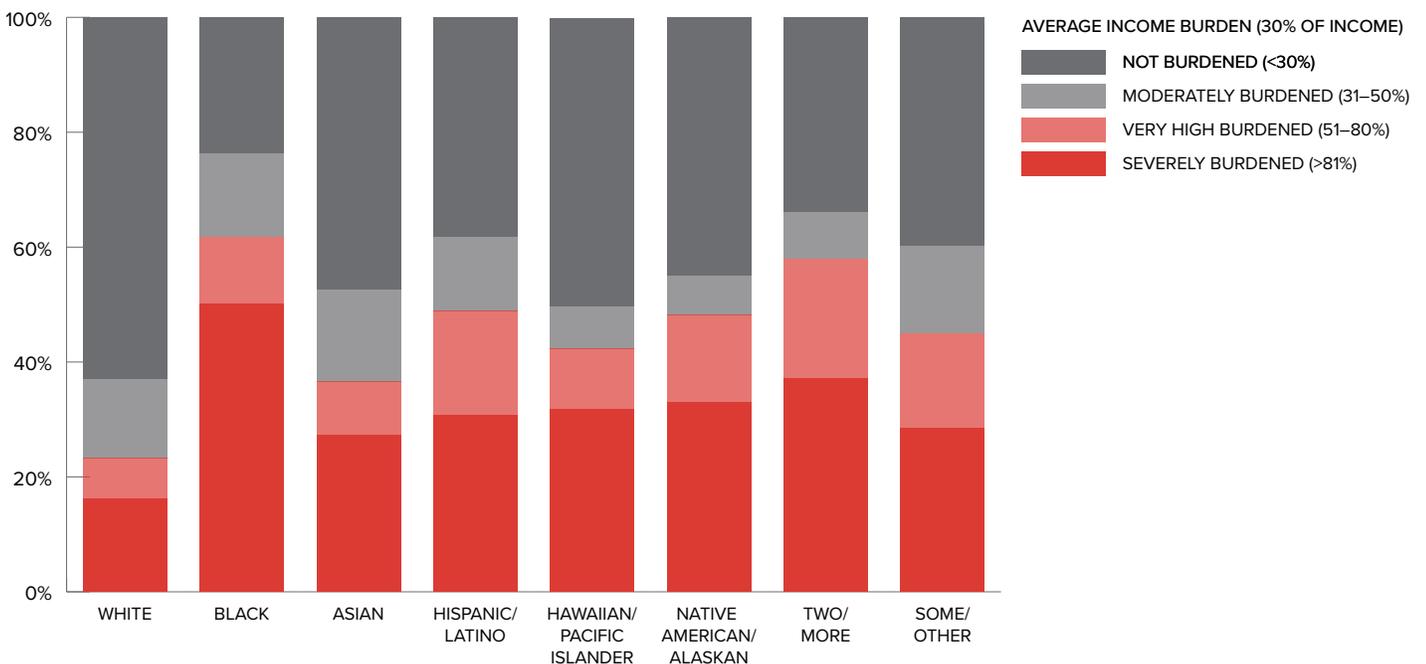
ETHNICITY	UNEMPLOYMENT RATE
White	5.8%
African American	17.1%
American Indian/Alaska Native	15.2%
Asian	8.4%
Native Hawaiian/Pacific Islander	10.2%
Other Race	9.5%
Two or More Race	10.7%
Hispanic or Latino	9.4%
White alone, not Hispanic or Latino	5.4%

Source: 2010-2014 American Community Survey 5-Year Estimates, Table S2301

## HOUSING BURDEN BY RACE

From racial covenants to redlining and exclusionary zoning, housing discrimination based on race and ethnicity has a long history in the United States with impacts that persist to this day. Housing presents one of the greatest existing equity challenges in San Francisco. Wide disparities between white and non-white San Franciscans related to housing cost burden and home ownership continue to exist. A household that is considered to have housing cost burden pays more than 30% of its income on housing costs. As shown in Figure 3, 50% of black households, 31% of Native American, and 30% of Hispanic/Latino households are severely burdened by housing costs while 16% of white households are similarly burdened. Conversely, 63% of white households are not burdened by housing costs while only 23% of black households are not burdened. These figures indicate that communities of color in San Francisco are struggling much more than white households in meeting basic needs such as housing, food, medical care, childcare, etc. for themselves and their families. See figure 1.

**Figure 1. Housing Burden by Race (Median Monthly Rent 2015 = \$1,840)**



## HOME OWNERSHIP BY RACE

One of the greatest equity disparities in San Francisco is related to *home ownership*. Across the board, non-white residents of San Francisco own their homes at a much lower rate than white residents. Close to 50% percent of white residents own their homes, Asian residents have the next largest home ownership rate at 35.7%. No other group exceeds the 10% rate, most are below 5%, and Native Americans have the lowest rate of any group. See Table 4.

**Table 4: 2014 Home Ownership by Race/Ethnicity**

ETHNICITY	OWNER-OCCUPIED HOUSING UNITS
White	55%
African American	3.9%
American Indian & Alaska Native	0.2%
Asian	35.7%
Native Hawaiian and Other Pacific Islander	0.3%
Some other race	2.7%
Two or more races	2.3%
Hispanic or Latino	8.6%
White alone, not Hispanic or Latino	49.6%

Source: 2010-2014 American Community Survey 5-Year Estimates, Table S2502

## HEALTH

Race and ethnicity are strong indicators of health, contributing to measurable disparities in life expectancy and rates of chronic diseases. These disparities both mirror and are strongly influenced by others described throughout this chapter in areas such as education, housing, transportation access, and economic security – known collectively as the “social determinants of health.” Disparities in these areas are further compounded by lack of access to quality health care.

### Life Expectancy

Life expectancy is a good indicator of overall health and wellbeing. Figure 2 below describes the life

expectancy of San Francisco residents by race and ethnicity, from 2007-2013 (Native Americans are excluded due to lack of data). The findings show that Black residents in San Francisco have the lowest life expectancy in the City, at roughly 71 years in 2013. This figure is 10 years less than whites, 14 years less than Asian and Pacific Islanders, and 11 years less than Latinos living in San Francisco, and 10 years less than the California average life expectancy of 81 years (Source: San Francisco Health Improvement Partnership. 2016 Community Health Needs Assessment).

### Infant Mortality Rates

Figure 3 below shows both perinatal and infant mortality rates by race in 2008. Some key findings show that San Francisco’s black residents face much higher rates of perinatal and infant mortality rates than people of other races. Black residents are more than four times as likely to experience perinatal mortality as the City average (and roughly six times that of white and Asian residents). Similarly, the black infant mortality rate is roughly 5.5 times higher than the City average (and more than 10 times higher than that of white infants).

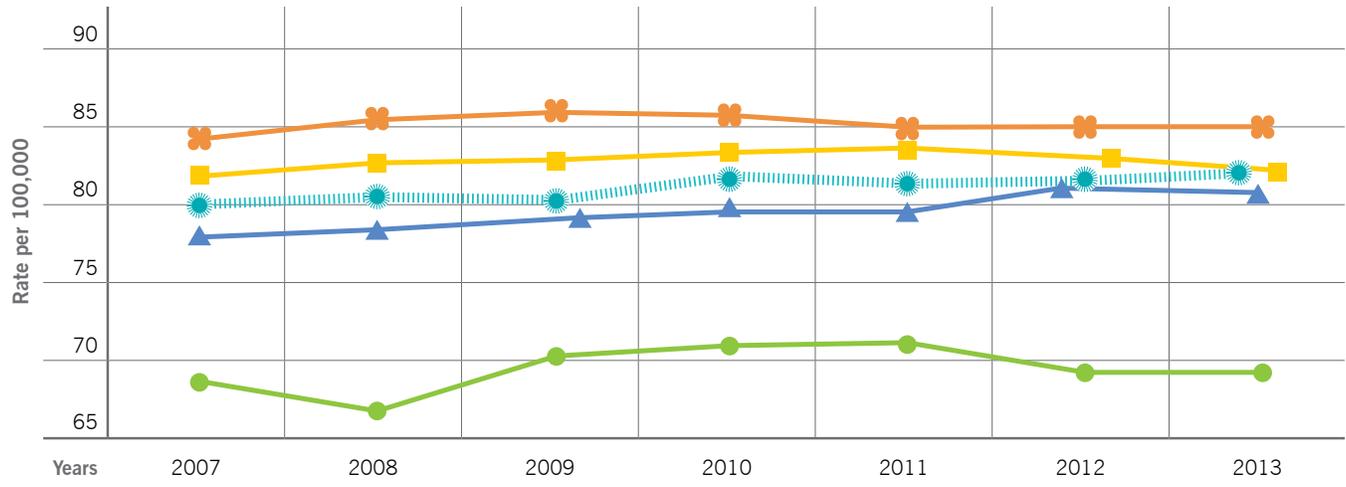
Residents of “other races” also experienced poorer infant health, with perinatal and infant mortality rates over double that of the City average. There is also need for infant mortality data on the Native American population. Perinatal/infant mortality rates for Latino residents are roughly equal to the City average, while rates for White and Asian residents fell below the average. Contributing to these trends, Black, Pacific Islander, and Latino residents were less likely to receive prenatal health care in their first trimester of pregnancy. In 2012, roughly 40% of Pacific Islanders and 60% of Blacks received prenatal care.<sup>7</sup>

## YOUTH SUCCESS AND EDUCATION

Housing and development policies enacted in the 1940s through the 1960s spurred a large-scale migration of white students to suburban schools in locales across the country. Locally, that resulted

<sup>7</sup> Same as above.

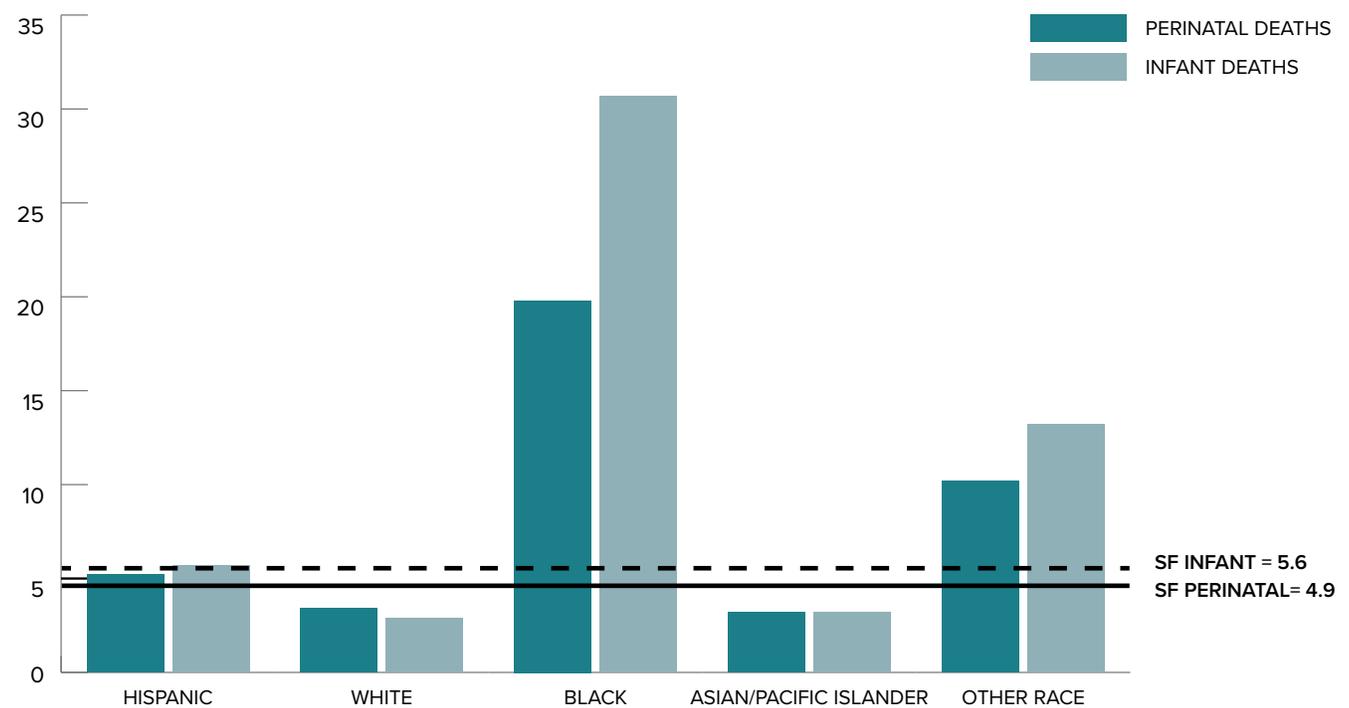
**Figure 2. San Francisco Life Expectancy by Race/Ethnicity, 2007–2013**



San Francisco overall, API, B/AA, Latino, White. Data source: CDPH, Death Statistical Master Files.

Source: San Francisco Health Improvement Partnership. 2016 Community Health Needs Assessment: Appendices. Available at: [http://www.sfhip.org/content/sites/sanfrancisco/2016\\_SF\\_CHNA\\_Appendices.pdf](http://www.sfhip.org/content/sites/sanfrancisco/2016_SF_CHNA_Appendices.pdf)

**Figure 3. Perinatal and Infant Mortality Rates Per 1,000 in San Francisco by Race/Ethnicity (2008)**



Source: CDH Improved Perinatal Outcome Data Report 2008, California County Profile

in a high concentration of students of color in San Francisco’s public schools. Today, demographic figures present a similar picture, with San Francisco’s public schools comprised mostly of students of color (Table 5). This is in contrast to the City’s overall population, whose largest racial group is white (Table 1).

Data suggests that students of color are confronted by a number of challenges in San Francisco’s public schools. Based on numbers provided by the California Department of Education, black and Native American enrollment in the San Francisco Unified School District are among the lowest relative to all other racial/ethnic groups at roughly 9% and 0.4% respectively of the student population (California Longitudinal Pupil Achievement Data System)<sup>8</sup>. However, black and Native Americans, have among the highest drop-out rates at 5.1% and 7.7% respectively (Table 6). When comparing these figures to the dropout rates of Asian and Filipino students (0.5% and 0.7%, respectively) a clear racial/ethnic division in school performance is evident.

**Table 5. Enrollment by Race/Ethnicity 2016-17**

ETHNICITY	
White	14.3%
Asian	30.8%
Hispanic/Latino	31.2%
Black	8.5%
Native American/Alaskan	0.4%
Filipino	1%
Pacific Islander	4.2%
Two or More Races	4.9%
Not Reported	4.7%

Source: California Department of Education, <https://dq.cde.ca.gov>

Similarly, graduation rates (Table 7) for Native Americans, blacks and Hispanic/Latinos are among the lowest of all groups (35.7%, 50.9% and 56.4% respectively), compared to 67.8% of white students. Since Native Americans comprise 0.5% and black students 9% of the school population, the disparity in graduation rates is even more telling.

<sup>8</sup> Source: California Department of Education, <https://www.cde.ca.gov>

**Table 6. Dropout Rate by Race/Ethnicity 2016-17**

ETHNICITY	DROPOUT UNITS
White	2.9%
Asian	0.5%
Hispanic/Latino	3.3%
Black	5.1%
Native American/Alaskan	7.7%
Pacific Islander	3.4%
Filipino	0.7%
Two or More Races	3.5%
Not Reported	8.3%

Source: California Department of Education, <https://dq.cde.ca.gov>

**Table 7. Graduation Rate by Race/Ethnicity 2017-18**

ETHNICITY	
White	67.8%
Asian	92.7%
Hispanic/Latino	56.4%
Black	50.9%
Native American/ Alaskan	35.7%
Pacific Islander	73.7%
Filipino	88.1%
Two or More Races	64.4%
Not Reported	58.7%

Source: California Department of Education, <https://dq.cde.ca.gov>

**Table 8. Suspensions by Race 2017-2018**

ETHNICITY	
White	0.8%
Asian	0.4%
Hispanic/Latino	1.9%
Black	4.8%
Native American/Alaskan	3.9%
Filipino	0.9%
Pacific Islander	4.2%
Two or More Races	1.6%
Not Reported	1.2%

Source: California Department of Education, <https://dq.cde.ca.gov>

**Table 9. Preparedness to Attend UC/CSU School: 12th grade graduates that have the required courses to attend UC/CSU School**

ETHNICITY	
White	66.3%
Asian	72%
Hispanic/Latino	45.5%
Black	43.4%
Native American/Alaskan	60%
Filipino	38.1%
Pacific Islander	61.6%
Two or More Races	62.1%
Not Reported	72.2%

Source: California Department of Education, <https://dq.cde.ca.gov>

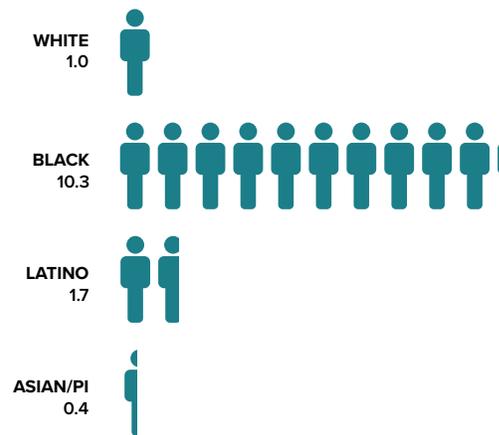
Expulsion and suspension rates follow a similar trend - 4.8% of black students and 4.2% of Pacific Islander and 3.9% of Native American students were suspended from public schools in 2017-18 while 0.8% of white students were suspended the same year (Table 8).

Another indicator of educational success is the degree to which students are prepared to attend institutions of higher education. The California Department of Education determines “Preparedness to Attend a UC/CSU School” based on an analysis of 12th grade graduates, which looks at whether those graduates completed the courses required to attend UC/CSU schools. Blacks and Pacific Islanders are disproportionately under prepared for “preparedness” upon the completion of their senior year of high school. A closer examination of this data shows a striking disparity among Pacific Islanders. While Pacific Islanders graduate at a very high rate (73.7%), only 38.1% of these students are prepared to attend a 4-year college based on the required courses, implying deeper nuances in preparedness in this group (Table 9).

## CRIMINAL JUSTICE

Black and Hispanic/Latino communities have the lowest populations in the City, however, they continually account for the majority of arrests and convictions. Though these arrests and convictions

**Figure 4. Disparity Gap for Convictions (2013)**



FOR EVERY 1 WHITE ADULT CONVICTED OF A CRIME IN SAN FRANCISCO, THERE WERE MORE THAN 10 BLACK ADULTS AND NEARLY 2 LATINO ADULTS CONVICTED.

are high, they are not necessarily indicative of a higher propensity of criminal activity within these groups. *The Blue Ribbon Panel on Transparency, Accountability and Fairness in Law Enforcement*<sup>9</sup> found that although black and Hispanic persons had the lowest hit-rates (discovery of illegal items during search), these populations still face the highest rates of non-consent searches.

According to the San Francisco Justice Reinvestment Initiative report by the Burns Institute<sup>10</sup>, there is disproportionately in every stage of the San Francisco criminal justice system. Black adults represented less than 6% of the population in 2013, yet represented 40% of all people arrested, 44% of bookings, and 40% of all convictions. Hispanic/Latino adults face some of the same disparities and potential biases but to a lesser degree.

A harrowing picture of disparities across race is evidenced by the rates at which people of color experience the use of force in interactions with members of law enforcement. In the fourth quarter of 2017, black people comprised 42% of all people who experienced the use of force by members of the San Francisco Police Department.<sup>11</sup>

<sup>9</sup> July 2016, <http://sfblueribbonpanel.com/>

<sup>10</sup> January 2016, [https://www.burnsinstitute.org/wp-content/uploads/2015/06/SF\\_JRI\\_Full\\_Report\\_FINAL\\_7-21.pdf](https://www.burnsinstitute.org/wp-content/uploads/2015/06/SF_JRI_Full_Report_FINAL_7-21.pdf)

<sup>11</sup> San Francisco Police Department, January 2018, <https://sanfranciscopolice.org/sites/default/files/Documents/PoliceDocuments/Transparency/sfpd-4th-quarter-use-of-force-arrest-encounter-executive-summary.pdf>

## Internal Conditions (Planning Department)

### CULTURE SURVEY

In January 2017, Planning staff was asked to complete a “Culture Survey” about the Department’s organizational culture, norms, and attitudes. The purpose of this first-ever Culture Survey was to gauge staff’s familiarity, impressions, attitudes, and experiences around racial equity in the workplace. The survey utilized a multi-question approach that included several iterations of the same question, which yields an average score and a response range, intended to obtain a fuller understanding of staff’s attitudes and experiences. Survey question topics included:

1. Respondent Demographics
2. Thoughts & Understanding of Racial & Social Equity
3. Organizational Culture
4. Equity in Contracting & Public Engagement
5. Senior Management Commitment to Equity
6. Commission’s Commitment to Equity

Staff was surveyed prior to receiving formal Departmental equity training, which allowed us to formulate an initial benchmark against which we can measure future responses. The survey was open to all employees for two and half weeks and was anonymously conducted using Survey Monkey; no hard copies of the survey were distributed. The response rate was 86%, with 190 of the approximate 220 employees participating. The Department will repeat this survey on a regular basis to understand impacts of our racial equity work over time. Some key findings are listed below. The full report can be found in the Appendix (*forthcoming*).

### Some Overall Survey Findings

#### THOUGHTS & UNDERSTANDING ABOUT RACIAL & SOCIAL EQUITY

**90%**

of respondents agree they have a basic understanding of racial disparities in SF.

**76%**

of respondents can identify examples of institutional racism.

While respondents feel they have a basic understanding of racism – on average, they do not feel they are equipped with tools to address disparities through their work (see figure below).



## Some Overall Survey Findings (Continued)

### WHAT TOOLS DO EMPLOYEES NEED?

Employees need a combination of resources to address racial disparities through their work:

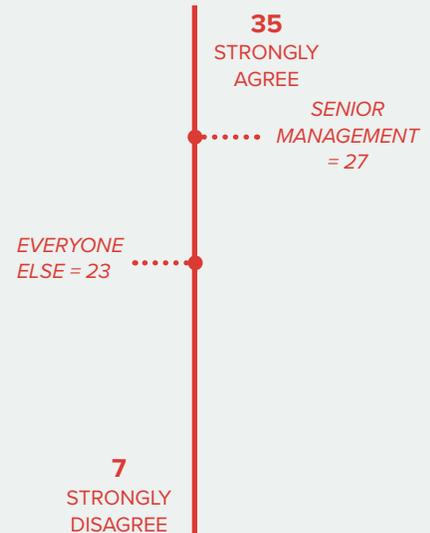


### SENIOR MANAGEMENT'S COMMITMENT

A series of questions were asked to gauge respondents' perception of Senior Management's commitment to racial equity. Senior Management:

- » understands the value and importance of making racial equity a priority
- » supports conversations about race
- » proposes internal and external policies that can help foster equity

Senior Management's response was significantly higher than all other respondents' answers.



### ORGANIZATIONAL CULTURE

## MORE THAN 9 OUT OF 10

of respondents agree to having positive relationships with employees of a different race/ethnicity.

**69%**

of white respondents disagree that they have observed/observe racial tension in the department compared to **43% of people of color (figure 8)**.

### ADDITIONAL TAKEAWAYS

- » While many respondents agree that the department is moving towards achieving Racial and Social Equity, they disagree that the City of SF is moving in the right direction.
- » Management opinions and experiences significantly differ from the rest of the department.
- » Employees need more time and training to feel capable of advancing Racial and Social Equity through their work.
- » There is variation across both division and race in how staff experience and perceive fairness and tension in terms of Racial and Social Equity.

Note: Graphics not to scale.

## Department vs. Planning Profession Demographics

The Planning profession has historically lacked, gender, racial, and social diversity, and continues to lack this diversity today. The 2010 US census revealed that 81% of American planners are white (and 4 in 10 are women). Similarly, only 16% of respondents to a 2013 survey of American Planning Association (APA) members identified as racial “minorities.”

However, the situation is improving. Data on the racial composition of planning students illustrates increasing diversity in the pipeline with American whites comprising 54% of American-born Master’s students in 2013 according to the Association of Collegiate Schools of Planning. Foreign-born students of all races were tallied separately and accounted for 14 percent of students, which means U.S. residents who identify as people of color comprise 32% of Planning students.<sup>12</sup> The culture survey revealed that the Department has greater diversity than the profession as a whole. About 39% of the Department’s employees in planner classifications identify as people of color. However, given the pipeline and the fact that people of color comprise about 55-67% of the city’s population, there is room for improvement in terms of better representation of people of color among the professional classes (consistent with local, state and federal law). This is particularly true in management – people of color comprise 19.5 % of those classifications.

<sup>12</sup> <https://nextcity.org/daily/entry/planning-accreditation-board-diversity-urban-planning>

Of the 190 respondents to the internal survey that identified their race, 45.3% identified as white, followed by Asian at 18.1%, and multiracial at 15.5%. The racial and ethnic makeup of non-white respondents was collapsed, particularly for the really small percentages to avoid identification of any particular staff (Table 11).

**Table 11. San Francisco Planning Department Survey Demographics (race and ethnicity), November 2017**

RACE/ETHNICITY	PERCENTAGE (OF THE 190 RESPONDENTS)
White or European American	45.3
“Everyone Else”	36.3
No Answer	18.4

## Breakdown by Job Classes

Based on the survey, 67% of the Department can be defined as Planner Tech, Planner (I, II, III), or Community Development Specialists. Middle Management makes up the second largest portion of the Department at 16%. Other Professional Staff and Support/Clerical Staff each make up 7%, while Senior Management comprises the smallest group at 3% (Figure 5). Due to the optional nature of the survey, these results represent 166 of the participants; 24 respondents chose not to answer.

**Table 10. 2013 Bay Area Regional, City and County of San Francisco, and Planning Workforce Demographics**

	WHITE (NOT HISPANIC)	BLACK (NOT HISPANIC)	HISPANIC	ASIAN/PI + FILIPINO	AM. INDIAN	2+ RACES*	TOTAL
City & County of San Francisco Percent of Total	35%	13%	15%	38%	0%	0%	100%
Planning Department** Percent of Total	60%	5%	10%	29%	0%	0%	100%
Regional Labor Force*** (11 Counties)	47%	6%	19%	25%	0%	3%	100%

\*Not a choice on the SF City and County application therefore 2+ races is undercounted  
Source: San Francisco Department of Human Resources

## Racial Breakdown by Job Title

Respondents were categorized into two groups / variables: “White” and “Everyone Else/People of Color”. This was done in order to ensure anonymity among respondents given the relatively small numbers of people who self-identify with specific racial/ethnic backgrounds by job title.

In senior and middle management positions the survey reveals that people of color only account for close to 20% of those positions. For the professional classifications people of color account for close to 40% of the planner work while they count for close to 60% of the IT and Analyst classifications. People of color make up the majority of the clerical positions (Figure 6).

Two key trends were also revealed: White employees fill the vast majority of managerial positions (80%) and inversely, people of color, account for the majority of support positions (82%). Planner positions are where percentages come closest to the middle, but disparities still exist with the majority of respondents self-identifying as white while 55-67% of the city’s residents are people of color. The student pipeline should help increase diversity but there may be opportunities for better outreach and retention strategies.

The survey also identified that there is room for improvement regarding staff experiences about race. For example, 60% of white staff expressed that they feel comfortable talking about race at work while only 47% of staff who identify as people of color do. Similarly, 69% of white respondents stated that they disagree that they have observed racial tension at work while only 43% of staff who are people of color disagreed with the statement.

## Creating an Inclusive Organizational Culture

A number of respondents to the survey indicated that they do not feel the Planning Department is an inclusive and fair workplace that provides equal opportunities to all employees irrespective of race or identity. For example, the non-management class of respondents scores lower than the management class on the agreement scale, with 12.1 versus 13.5,

respectively. This significant difference between management and non-management’s perception of equity in the department reinforces the fact that management’s experience is different from the rest of respondents (Figure 9).

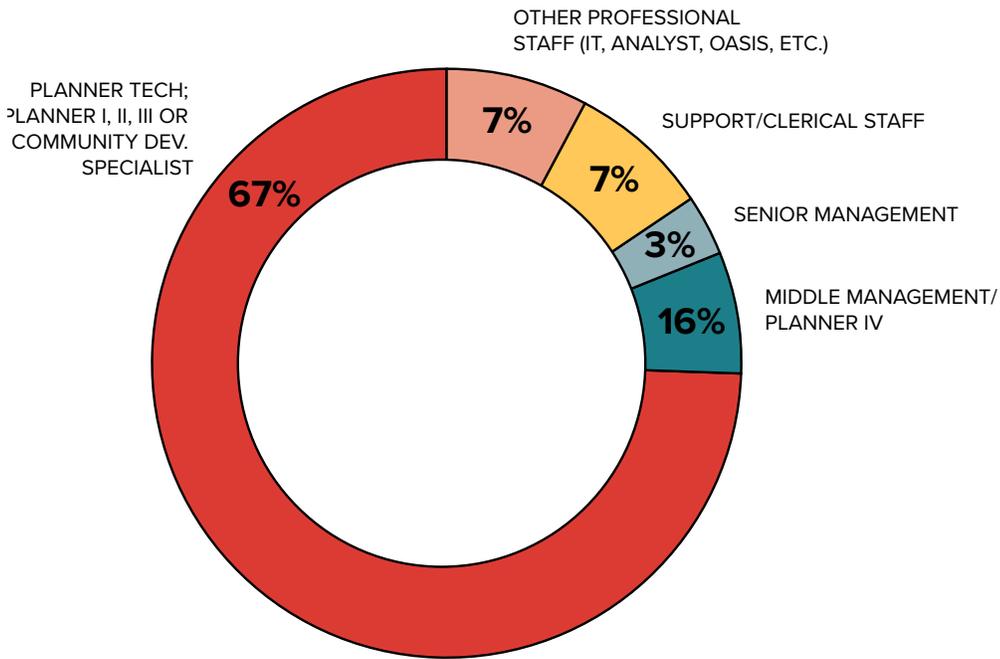
The data also shows a significant disparity between white respondents perception of equity versus all remaining race/ethnicities. While white respondents, on average, lean towards agree to this scale, people of color respondents have less agreement (Figure 10).

## Department Leadership’s Commitment to Racial & Social Equity

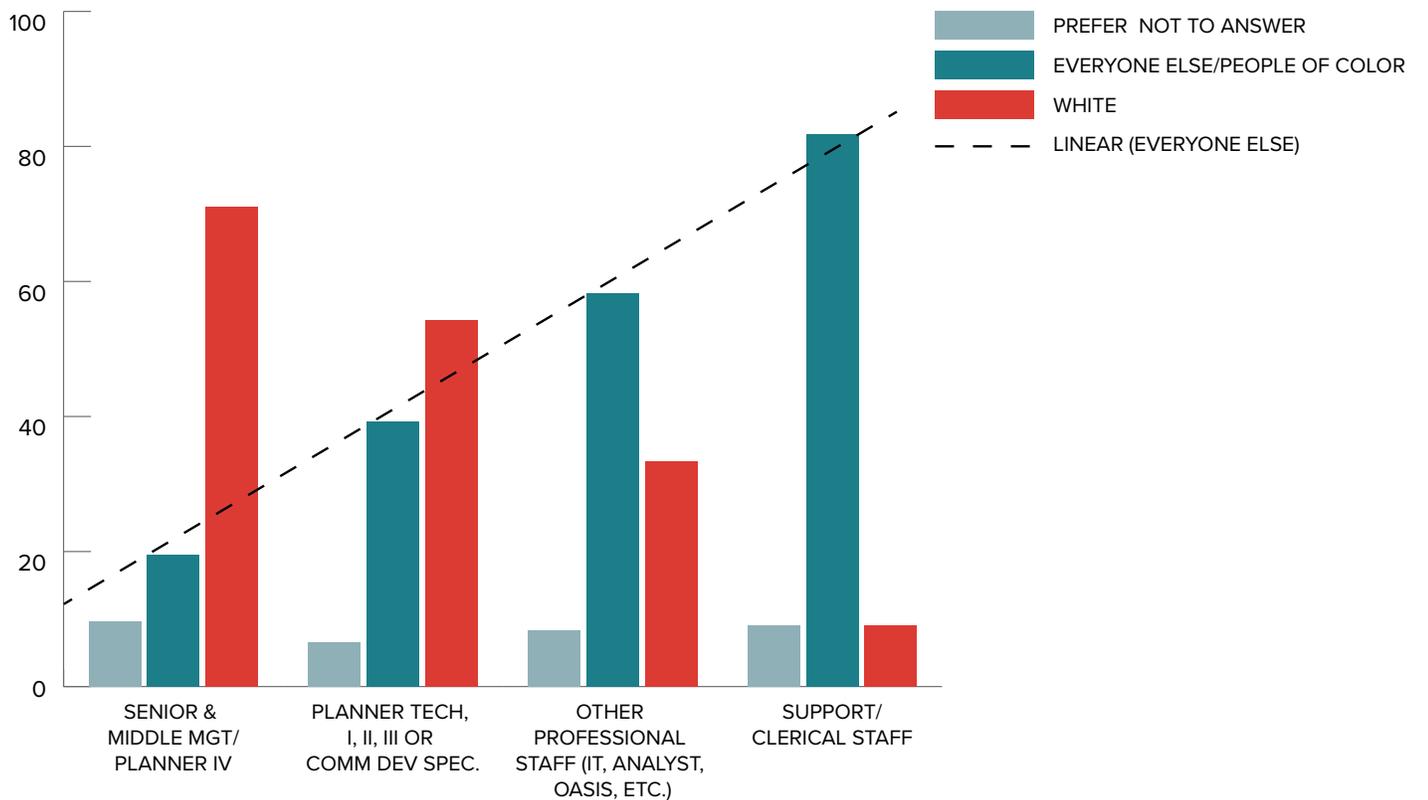
Results of the survey show statistically significant differences between senior leadership and the rest of the Department in how they perceive senior leaderships’ commitment to racial and social equity. Senior Management and Support/Clerical staff had the greatest significant difference among responses in the agreement scale (with higher number being the most agreement). See page 10 for a visualization of the survey responses by senior management versus other job classes. There was also a significant difference when looking at Senior Manager’s perception of their commitment versus the perception of all staff added together. This analysis reinforces that managers, especially Senior Managers have different experiences in the department, which make sense given positional differences. It is also important to state that the survey is measuring perception (of commitment) not reality per se. However, it is still important to document this baseline perception in order for senior management to take proactive measures to show their commitment to racial and social equity where it is not evident or where it could be strengthened.

A full report of the survey findings is included in the Appendix (*forthcoming*). In the section below, we discuss the implications and key areas in which the Department should concentrate its efforts towards racial and social equity.

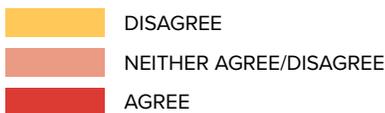
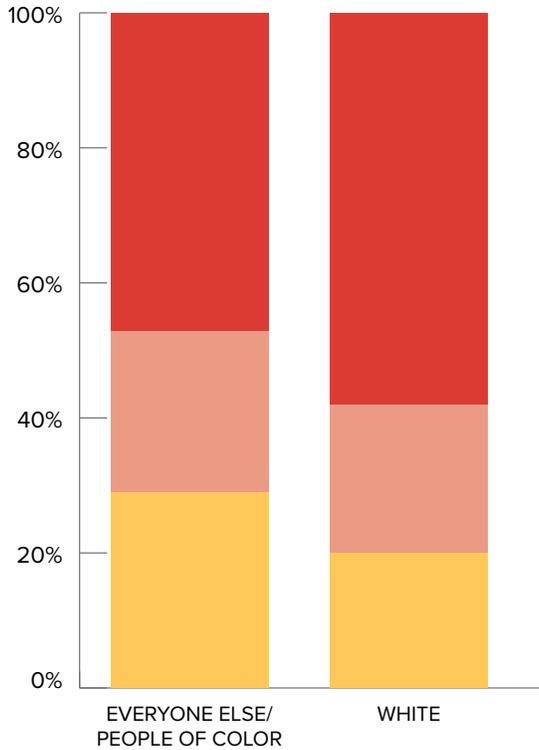
**Figure 5. Respondents by Job Title**



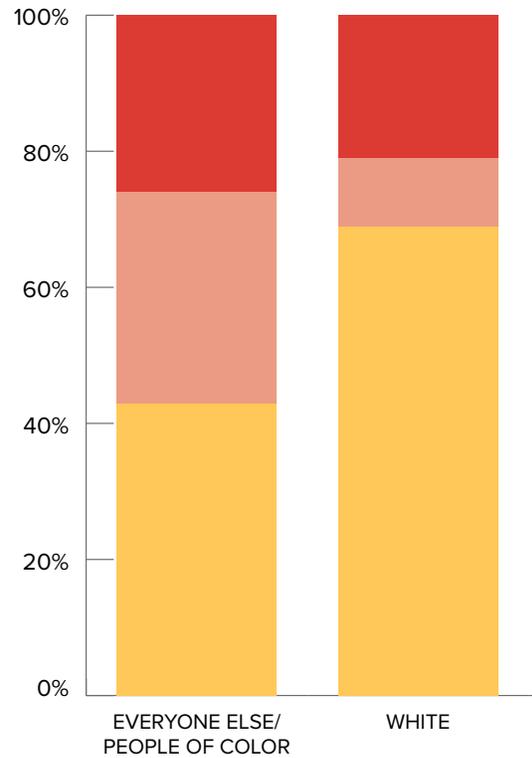
**Figure 6. Breakdown by Job Class & Race/Ethnicity**



**Figure 7. I feel comfortable talking about race within my department work setting. (n=182)**



**Figure 8. I observe/have observed racial tension between employees in my department. (n=180)**



## INTERNAL SURVEY IMPLICATIONS FOR OUR STRATEGY

Based on the results of the survey, we have identified key areas for improvement that informed the goals, objectives, and action items outlined in the next section of the Plan.

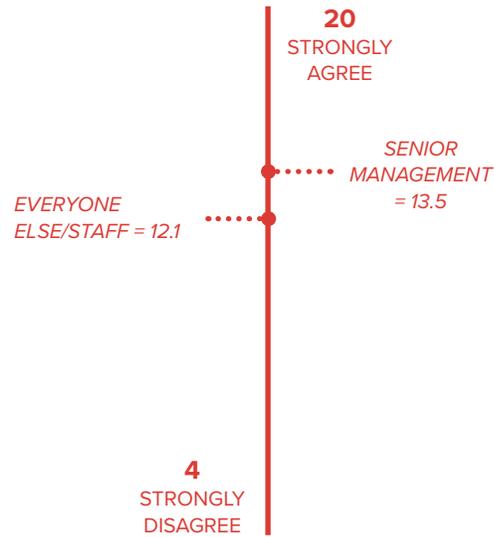
**Racial/Ethnic and Social Diversity in Administrative and Professional classes:** In the aggregate, the employee demographics of the Department are slightly less diverse than to those of the City and County of San Francisco government and the City overall. As an employer, the Department is doing

well but could improve in recruiting and retaining a workforce that is generally more reflective of the communities we serve (through strategies consistent with local, state and federal laws). More specifically, improve diversity and the representation of people of color in higher level positions (again through hiring and promotion practices consistent with state, local and federal law) since relative to their numbers in the City population as a whole, representation of people of color is higher in administrative roles and lower among professional and managerial positions.

Why does this matter? Administrative positions tend to pay less than professional and managerial jobs.

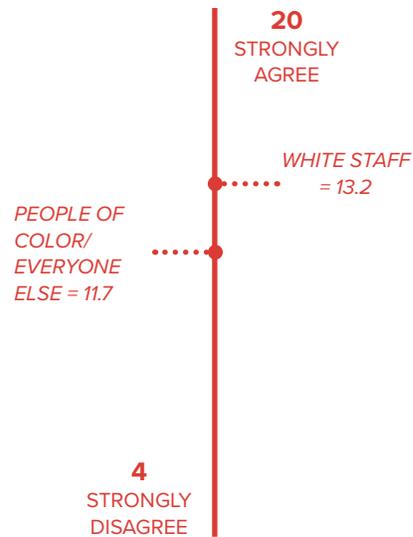
**Figure 9. Management vs. Non-Management perception of equity in the Department**

- » I feel that opportunities for promotion are accessible to everyone equitably regardless of race/ethnicity.
- » ...[leadership] hold[s] all employees to the same workplace expectation and disciplinary standards.
- » Compared to my peers [...] I am being compensated fairly.
- » SF Planning can do more to increase workforce equity.



**Figure 10. Perception of Equity in the Department by Race**

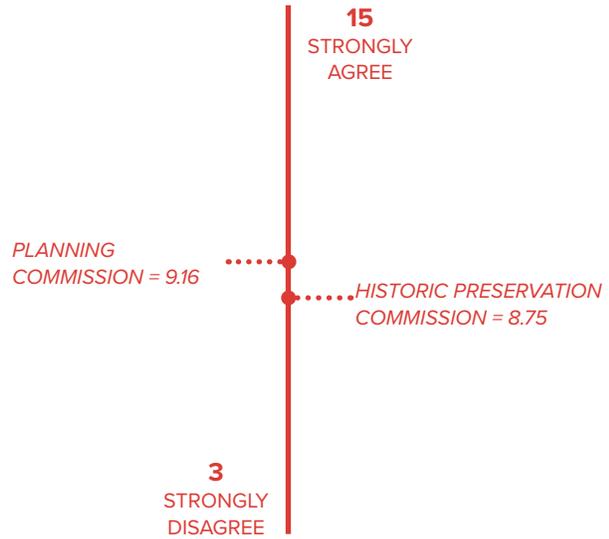
- » I feel that opportunities for promotion are accessible to everyone equitably regardless of race/ethnicity.
- » ...[leadership] hold[s] all employees to the same workplace expectation and disciplinary standards.
- » Compared to my peers [...] I am being compensated fairly.
- » SF Planning can do more to increase workforce equity.



Note: Graphics not to scale.

**Figure 11. Staff Perception of Commission’s Commitment to Racial & Social Equity**

- » The Planning / Historic Preservation Commission clearly articulates the importance of addressing racial equity in SF.
- » The Planning / Historic Preservation Commission clearly articulates the importance of achieving racial equity in SF.
- » The Planning / Historic Preservation Commission makes decision that reflect a commitment to advancing racial equity.

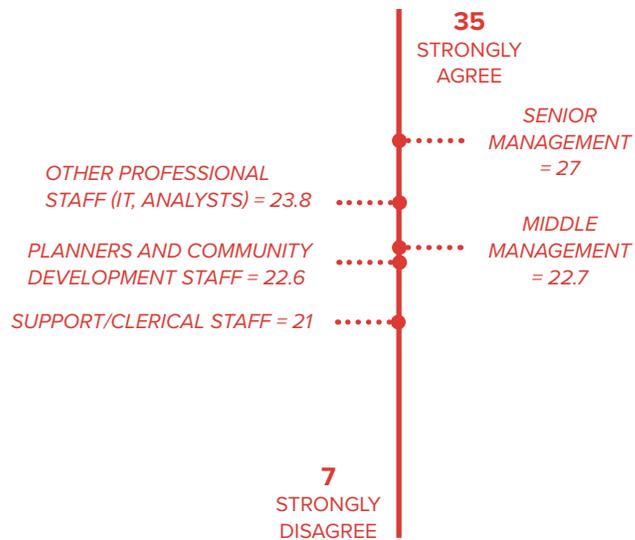


**Figure 12. Staff Perception of Senior Management Commitment to Racial & Social Equity by Department Division**

A series of questions were asked to gauge respondents’ perception of Senior Management’s commitment to racial equity. Senior Management:

- » **understands the value and importance of making racial equity a priority**
- » **supports conversations about race**
- » **proposes internal and external policies that can help foster equity**

Senior Management’s response was significantly higher than all other respondents’ answers.



Note: Graphics not to scale.

While administrative positions with the City and County of San Francisco are on average better paid, more secure and have better benefits than administrative positions in the private sector, it is important to think of ways we can continue to reduce racial and social disparities within our Department and improve the overall experience for administrative staff. The Department should think of ways that all administrative staff can have additional opportunities for advancement, if they clearly desire them.

The second question is how do we increase the representation of people of color among professional and management class jobs (consistent with local, state and federal laws)? Before we can identify appropriate recruitment and retention strategies, it is helpful to understand the factors that contribute to a lack of diversity within the Planning profession. This includes inequities relating to educational attainment, barriers to recruitment or retention, inconsistent hiring processes or implicit bias, among other factors. In one example, a study<sup>13</sup> of the New York City Planning industry analyzed data from over 300 surveys, 11 focus groups, and 11 one-on-one interviews with Planners and employers to identify barriers for recruiting and retaining employees of color. Their findings are summarized below:

### **Recruitment Barriers**

1. Inequitable communities – lack of access to educational and other opportunities in certain communities
2. Lack of social capital and exposure to the profession
3. Lack of diversity in Planning schools
4. Unequal opportunities to gain work experience
5. Unconscious bias and colorblindness<sup>14</sup> in hiring

<sup>13</sup> [http://www.nyplanning.org/wordpress/wp-content/uploads/2016/08/Tiarachristie-Thesis\\_Elephant-in-the-Planning-Room\\_080716.pdf](http://www.nyplanning.org/wordpress/wp-content/uploads/2016/08/Tiarachristie-Thesis_Elephant-in-the-Planning-Room_080716.pdf)

<sup>14</sup> Colorblindness: Refers to the ideal society in which skin color is insignificant. While ideal this is not possible while race continues to determine success and outcomes for certain groups. Refusal to take public note of racial disparities (in teams or other hiring appointments) actually allows people to ignore manifestations of persistent discrimination. See for example: <https://www.psychologytoday.com/us/blog/culturally-speaking/201112/colorblind-ideology-is-form-racism>

### **Retention and Mobility Barriers**

1. Micro-aggressions<sup>15</sup> and racial fatigue<sup>16</sup>
2. Self-doubt and isolation
3. Skipped promotions and less meaningful and visible work
4. White and patriarchal culture that covertly hinders advancement
5. White-dominant Planning theory and practice lens, and inner conflict that comes with being a part of certain problematic projects

### **Racial and Ethnic Diversity in Senior and Middle Management:**

Survey data suggest that there is room to improve diversity among senior and middle management (through practices consistent with local, state and federal laws). While in recent years the Department has seen an increase in women and members of the LGBTQ+ community in management and senior management roles, less progress has been made among people of color in this area.

Staff who most frequently interact with the public could better represent the communities experiencing greatest racial inequity: Around 40% of Department planners are people of color while the city is 55-67%% people of color. While trust, access, and competency are directly tied to a shared identity with community, it is possible to develop essential skills for engaging with community even when not a member of that community. In the context of San Francisco Planning, the goal is to diversify staff (through practices in compliance with local, state and federal law); not only those interfacing with community on a regular basis, but also those developing policies and plans that have the potential to cause impacts on communities of color. In addition, training can help all staff engage in a culturally competent manner with all communities. All Planning staff should embody cultural humility and intelligence and be able to utilize a racial and social equity lens in their work to improve equity outcomes for communities of color.

<sup>15</sup> Microaggressions are smaller, more subtle expressions of aggressive behavior or comments toward a particular group of people that are hostile, negative or derogatory. They may be intentional or unintentional but could amount to bullying or harassment.

<sup>16</sup> Racial fatigue: refers to mental, emotional and physical fatigue from navigating spaces that favor the dominant group. This includes being subject to micro and macroaggressions. This stress might help explain how individuals can go from the experience of racism to the experience of various mental and physical health problems.

## **SURVEY CONCLUSIONS**

The importance of a diverse workforce (achieved through practices consistent with local, state and federal law) for the Planning Department cannot be overstated given that our work touches on so many issues that relate to and influence racial and social equity outcomes. Having a diverse, representative, and inclusive workforce improves decision-making, cultural competency, trust, and adaptability of approaches to societal, departmental, city changes and current trends. The Department has made some strides in this area as discussed earlier in the Plan. However, as described above, there are several key areas where the Department can continue to improve its workplace diversity and inclusion across most department divisions and levels (consistent with local, state and federal law). These issues are addressed in the next section.

# IV

**PHASE 1 PLANNING  
DEPARTMENT  
RACIAL AND SOCIAL  
EQUITY STRATEGY**

# PHASE 1 PLANNING DEPARTMENT RACIAL AND SOCIAL EQUITY STRATEGY

This section describes five overarching, high-level goals along with objectives and actions for the Planning Department to pursue racial and social equity in our work. These are not exhaustive but instead consist of a number of short, medium and long-term actions developed with multiple staff within the Department to advance the goals and address the root causes of inequities. This provides a starting point to continue the work as many of the actions are already underway. The first phase of the strategy is focused on internal Department-wide goals that impact workplace equity. Accountability measures and timelines for advancing these actions are being developed as shown in the matrix included in the Appendix.

The Department Strategy has been informed by the results of the Staff Culture Survey, current conditions data and root cause analysis (an initial picture of why current conditions of inequity exist historically in those areas that prevent us from achieving our goals and vision), and best practices in the field of racial and social equity borrowed from GARE and other jurisdictions.

## Goal 1: Hiring, Recruitment and Promotion

**The San Francisco Planning Department becomes a leader in ensuring diverse, inclusive, and racially and socially equitable hiring and recruitment practices consistent with federal, state and local laws; it achieves and maintains a high level of racial and social diversity at all job classification levels consistent with local, state and federal laws.**

City agencies that achieve and promote a diverse workplace are best positioned to effectively deliver essential services to diverse communities with varied needs. Racial and social equity benefits everyone. San Francisco Planning Department staff should reflect the richness of diversity in San Francisco and in the Bay Area. This can be achieved by prioritizing racial and social staff diversity that mirrors the composition of our City and region consistent with local, state and federal law. New hiring and promotional practices will be designed and implemented by managers, members of the Racial and Social Equity Core Team, and those involved in the hiring and promotive process. In order to succeed, these practices should be fully aligned with the Department's mission and core organizational goals.

Striving for a representationally diverse Planning Department is only one dimension of a racially and socially equitable workforce. While this is partially due to the fact that the Planning profession has historically been dominated by white males, as the Planning profession has changed to include more women and more racially diverse groups, the Department should continue to reflect this trend as the pool of candidates diversifies. A racial and social equity strategy must address both disparities in the overall workforce and at management levels in order to advance organizational racial and social equity.

Vision: All Department staff have the opportunity to have meaningful jobs and career advancement.

Historic root cause analysis in hiring, recruitment and promotional opportunities:

- » Lack of access to information or understanding about the City's hiring process

- » Lack of diverse perspectives in panels, application development and application review
- » Access to and understanding of the Planning profession
- » Organizational values that may not reflect equity and inclusivity

## OBJECTIVES

- 1.1 Staff recruitment strategies are consistent, inclusive, easy to understand, transparent, and work to advance racial and social equity and diversity consistent with applicable laws.

### Implementation Actions:

- 1.1.1 Analyze current outreach and recruitment strategies to determine whether practices are consistent across divisions and include strategies to advance equity; and broaden job postings distribution beyond existing channels to include a more diverse pool of potential applicants and track distribution.
  - 1.1.2 Work with the City’s DHR to more prominently post their FAQs on employment with each job posting; and create a page on our website with additional information on the hiring process and job opportunities with Planning to improve access to a wider candidate pool.
  - 1.1.3 Work with DHR and the unions to analyze and revise existing Minimum Qualifications and job descriptions, as needed and appropriate to the position, to update and identify skills and opportunities to improve racial and social equity.
- 1.2 Hiring and promotion process is consistent, transparent, and intentional about advancing racial and social equity and diversity consistent with applicable laws.

### Associated Implementation Actions:

- 1.2.1 Analyze current hiring processes across the Department to better understand how job posting language is drafted, how interview and exam questions are developed, how interview panels are selected, resumes are reviewed, and where inconsistencies may exist in the process, among other topics and create guidelines in order to ensure reviewers and panelists are diverse and can engage with racial and social equity concepts, as applicable to the position.
- 1.2.2 Research limitations and opportunities related to Proposition 209 (State proposition which amended the state constitution to prohibit state governmental institutions from considering race, sex, or ethnicity, specifically in the areas of public).
- 1.2.3 Develop and implement strategies to increase racial and social diversity in professional, management, and leadership positions.
- 1.2.4 Train hiring managers and every staff person involved with hiring on strategies to advance racial and social equity and diversity within the Department, consistent with applicable laws.

- 1.3 San Francisco Planning seeks opportunities to encourage a diverse Planning professional pipeline consistent with applicable laws.

### Associated Implementation Actions:

- 1.3.1 San Francisco Planning works in partnership with other city Planning departments, undergraduate, graduate and other Planning programs (such as Y-Plan<sup>17</sup>) and local K-12 public schools to emphasize the importance of a

<sup>17</sup> <https://y-plan.berkeley.edu/what-is-y-plan>

diverse Planning field as well as skills and competencies that proactively advance racial and social equity.

1.3.2 San Francisco Planning partners with affinity chapters of the American Planning Association such as “Planning in the Black Community,” “Latinos and Planning” and other relevant chapters to explore partnerships beyond sending our internship announcements (such as housing summer interns, for example).

1.4 Internal pay equity policies are consistent, inclusive, transparent, and work to advance racial and social equity and diversity.

Associated Implementation Actions:

1.4.1 Analyze how entry salary ‘steps’ are determined, where exceptions are made and how salary ranges are determined, in order to ensure transparency and consistency across the Department. Include information about entry above a step and other benefits in a “Work for Us” page on our website.

## Goal 2: Department Culture, Staff Capacity-Building and Core Competencies

**All Planning Department staff develop a strong understanding of racial and social equity, embody it as a Department value and competency, and can identify opportunities to advance racial and social equity from their unique role within the Department.**

Racial and social inequities are not random—they have been created and sustained over time. Inequities will not disappear on their own. Employee training and understanding helps create equity experts and teams throughout the Planning Department as part of the infrastructure to carry this work. Employee training should empower staff

to participate in changing the existing policies, programs, and practices that are perpetuating inequities, and to apply a racial equity framework when developing new policies and programs.

Planning Department employees are participating in a structured curriculum that focuses on strategies that normalize conversations about race, which will better enable staff to organize and operationalize/ implement a new internal infrastructure, culture, and set of policies in order to achieve racial and social equity. Through this training, all staff will be empowered to help inform and shape the Department’s efforts to improve racial and social equity outcomes.

Vision: All Department staff thrive and feel the Department culture is inclusive.

Historic root cause analysis in departments culture and staff capacity and competencies in equity:

- Lack of a culture of inclusivity
- Lack of understanding about structural racism and inequities and how to address them
- Undervaluing of certain experiences and perspectives

## OBJECTIVES

2.1 Conversations about race and racial equity are normalized within the Department context.

Implementation Actions:

- 2.1.1 Host brown bags, speaker series, and roundtable discussions quarterly.
- 2.1.2 Collaborate with other City Family agencies within the GARE training network to develop an interagency training program (i.e. share curriculum, cross-train, etc.).

2.2 All current San Francisco Planning staff possess core competencies and capacity necessary to advance racial and social equity meaningfully.

Implementation Actions:

- 2.2.1 All staff complete 12 hours of racial and social equity training by January 2019.
- 2.2.2 Incorporate racial and social equity training into new staff on-boarding process.
- 2.2.3 Dedicate Department resources for the ongoing development of skills that advance racial equity, such as conference and workshop attendance and participation in learning and cohort groups to share resources and information.
- 2.2.4 Train staff on best practices for engaging with diverse communities.

2.3 Racial and social equity training and implementation work is incorporated into staff work plans and performance measures.

Implementation Actions:

- 2.3.1 Evaluate current Department racial equity initiatives and activities to inventory and build on our initiatives.
- 2.3.2 Staff track participation in racial and social equity activities through PPTS or other accounting system.
- 2.3.4 Revise Performance Plan and Appraisal Report (PPAR) language and the performance evaluation procedure to articulate Department commitment to racial and social equity, assign time to work on related activities such as trainings, as well as desirable skills as appropriate to the position.

2.4 San Francisco Planning promotes a culture of inclusion and support for staff through a racial and social equity lens.

Implementation Actions:

- 2.4.1 Develop Affinity and Employee

Resource Groups to provide spaces to discuss racial and social equity

- 2.4.2 Conduct a regular (bi-annual) culture survey and work satisfaction survey.
- 2.4.3 Managers complete training specifically focused on recruitment, retention, and management for diverse and inclusive organizations.

### Goal 3: Resource Allocation

**Departmental Resource Allocation: The San Francisco Planning Department allocates discretionary budget and staff time to prioritize work that addresses racial and social disparities. The Planning Department will proactively and routinely consider racial and social equity during the budgeting process, and solicit public input, where appropriate, to find it in discretionary areas with racial and social equity opportunities.**

The budget should be informed by public input where appropriate (such as the Interagency Plan Implementation Committee) in areas with racial and social equity opportunities, as well as emergent trends, their impacts on communities of color, and resource strategies to mitigate those impacts. San Francisco Planning will determine and support necessary internal infrastructure to sustain racial and social equity efforts.

The allocation of resources where there is discretion (e.g., areas such as paying rent, buying supplies and equipment etc. have little to no discretion) signals Department priorities and anticipates emerging needs. Programs and projects that are sufficiently resourced are more likely to be effective and have an impact on the issues they are meant to address. By allocating resources to more discretionary work that addresses racial and social disparities, the Department will be more effective at improving racial and social outcomes related to Planning topics, and indirectly, to other topics as well (e.g. improving housing burden equity could have effects on health, education, and criminal justice outcomes as well).

Vision: All San Francisco residents thrive by allocating discretionary community planning resources in an equitable manner.

Historic root cause analysis in resource allocation:

- » More affluent communities tend to have more services and amenities (parks, open spaces, public infrastructure, schools, etc.)
- » Historic disinvestment and segregation translated into less wealth creation in low-income, communities of color
- » The legacy of exclusionary zoning means less dense areas have a better ratios of amenities for residents (less residents using a part, a community center, a transit line, etc.)
- » The legacy of urban renewal means communities such as the black community where displaced to the edge of the city where there is less connection to transportation, jobs, hospitals, etc.

## OBJECTIVES

### 3.1 Planning will prioritize and resource efforts that advance racial and social equity.

Implementation Actions:

- 3.1.1 Analyze the Department's budget (where there is discretion) utilizing the Racial and Social Equity Assessment Tool to identify relative need and opportunities to advance equity through changes in resource allocation.
- 3.1.2 Adequately resource projects, plans, and efforts in neighborhoods of color or other marginalized communities with sufficient staff and teams that are diverse and skilled at engaging with the complex needs of the respective communities
- 3.1.3 Analyze individual Department programs and projects, where applicable, using a Racial Equity Assessment Tool.

- 3.1.4 Conduct focus groups with staff who work directly with communities of color and other marginalized social groups to identify where resource gaps and process and/or structural barriers exist to inform the next budget cycle and target interventions (such as small business support or mobile Planning Information Counter).

### 3.3 Internal departmental processes are inclusive and racially equitable.

Implementation Actions:

- 3.3.1. Bring a Racial and Social Equity lens, through use of the Assessment Tool, to process improvements while ensuring other goals such as efficient service delivery are met.

## Goal 4: Procurement and Consultants

**Racial and social equity are embodied as values in the Department's request for proposals (RFPs), project scopes, consultant selection criteria and process, and in professional services contracting. The Department will embody racial and social equity through the procurement and contracting process, consistent with local, state and federal law.**

Contracting for professional services is an important aspect of the Planning Department's work, it increases its analysis and design capacity for Department projects. The Department contracts out millions of dollars' worth of work each year. Consultants are our partners and are an extension of our Department's values. Since the Department aims to mirror the diversity and demographics of the City we serve (consistent with applicable laws), and also demonstrate cultural competence in our work, we should strive for our consultants to do the same.

Vision: All San Francisco residents thrive by allocating discretionary resources in an equitable manner.

Historic root cause analysis in resource allocation:

- » Given historic disinvestment and prior discriminatory policies it is hard for certain groups to start their own business or to compete for contracts
- » Rules to become a contractor can be cumbersome
- » There may be language or cultural barriers

## OBJECTIVES

### 4.1 Extend outreach to more Local Business Enterprises (LBEs), Minority Business Enterprises (MBEs), Women Business Enterprises (WBEs), and Other Business Enterprises (OBEs).

Implementation Actions:

- 4.1.1 Prior to the publication of any Request for Proposals (RFP) Project Managers work with Contracts Analyst to identify broader outreach opportunities.
- 4.1.2 Expand outreach to advertise RFPs, and similar work that does not require an RFP, more broadly.

### 4.2 Develop internal infrastructure, procurement language, and outreach approaches that take into consideration diversity and cultural competence where relevant to the project.

- 4.2.1 Include as a proposal requirement, as relevant to the project, that contractors provide aspirational goals for diversity, demonstrate prior experience working within or with diverse communities, and explain how they might address racial and social equity in the project.
- 4.2.2 Develop Department guidelines with values, guidance and criteria for RFP review panelists and project managers.
- 4.2.3 Develop and deliver scoping, consultant and RFP training for project managers that emphasize opportunities to advance racial and social equity and to ensure that RFP and review

panels are diverse and prepared to thoughtfully engage with racial and social equity-related concepts, as relevant to the project.

### 4.3 Provide a broader array of opportunities for MBEs, LBEs, WBEs, and OBEs, to work with the Department.

Implementation Actions:

- 4.3.1 Prior to the publication of any RFP, once percentage rates for LBEs, MBEs, WBEs, and OBEs are set by the Contract Monitoring Division (CMD) required by CMD determine if it is feasible to exceed the goal.
- 4.3.3 The panel evaluation process should include minimum qualifications that reflects cultural competency, particularly when working with the community.
- 4.3.5 Continue to seek opportunities to utilize the non-profit grant process to contract services to local NGOs for project work.

## Goal 5: Department Functions

**Ensure the Planning Department’s core functions and services (programs, policies, services and activities) advance racial and social equity. Develop division and function-specific goals, tools, and assessments to align the mission of the Planning Department with greater racial and social equity outcomes as part of Phase II.**

The Planning Department’s work has significant impacts on all communities in the City, including communities of color and other marginalized social groups. As a result, the Department has an opportunity and responsibility to align its public-facing work and services with broader racial and social equity aspirations and meaningful, tangible actions. Given the wide variety of functions and services provided by the Department, its relatively large size, and its multi-divisional structure, the strategies developed

to advance racial and social equity will need to be specific to each division and function.

Vision: All San Francisco residents thrive and have equitable access to the Department services. Historic root cause analysis in external-facing functions will be developed during phase II for each of the function areas. General objectives and actions to kick off that work are below:

## **OBJECTIVES:**

- 5.1 Identify racial equity goals, objectives and actions for our external functions, as well as tailored tools and assessments, to improve equity outcomes in our public-facing and community-impacting work as part of Phase II.

### Implementation Actions:

- 5.1.1 Develop division-specific goal setting and action plans to uncover and address opportunities to advance racial equity.
- 5.1.2 Establish evaluation and accountability measures for action plans.
- 5.1.3 Develop essential shared tools and frameworks to ensure that staff members are empowered to advance racial and social equity from their respective roles.

The goals, objectives and actions outlined above represent a starting point for the Department in its effort to put this first phase of the Plan into action. A sample matrix with these is included in the Appendix to illustrate the next steps in this process (who, when, what). The roadmap to finalize the implementation details is discussed in the next section.

A large, bold, white letter 'V' is centered within a black circle. The circle is set against a solid teal background.

**PHASE I  
IMPLEMENTATION  
NEXT STEPS**

# PHASE I IMPLEMENTATION NEXT STEPS

## Progress & Next Steps

As of publication, close to sixty percent of all Planning staff, including senior management, has attended the internal racial and social equity training. Additionally, the Department has organized several events to support the normalization of conversations about race, including brown bags, responsive discussion spaces, and publication of a Racial & Social Equity History Timeline of San Francisco. The institutional infrastructure required to advance this work has solidified into a Department-wide Steering Committee comprised of liaisons from each division.

### Next steps for the Racial and Social Equity Initiative include:

- » All employees complete Department racial and social equity training by March 2019; on-going training for new staff will be provided through the Department New Employee Orientation or through the Human Right's Commission 1-day trainings or a combination
- » Utilize the Interim Racial & Social Equity Assessment Tool, where applicable to projects
- » Develop Phase I implementation plan, describing accountability, roles, responsibilities, and timeframes for implementing Phase I goals and implementation actions
- » Develop Phase II of the Racial & Social Equity Action Plan, including function-specific goals. This work is already underway.
- » Develop an ongoing strategy for implementation, monitoring and evaluation of Racial & Social Equity Action Plan goals and implementation actions.

Additional relevant details on some of these steps and key implementation considerations are further detailed below.

## Staff Capacity-Building and Training

The Department is requiring that staff complete a racial and social equity training to obtain the skills, competencies and knowledge necessary to effectively advance racial and social equity in their work and as members of the workplace. Details about the training are outlined below; an outline of the curriculum is included in the appendix:

### The training addresses the following themes:

- » Definition and history of racial and social inequity
- » Government's historic role in generating inequitable outcomes *and* how to create equitable outcomes
- » Shared language and key concepts to advance racial and social equity
- » Skills for creating a more racially inclusive and diverse workplace
- » Challenges and opportunities to incorporating racial and social equity in our work

### Learning objectives – upon completion, each member of San Francisco Planning staff:

- » Gains awareness of the history and present context of racial and social equity as it relates to the Planning Department and our work
- » Develops or deepens her/his/their understanding of implicit and explicit bias and how it impacts our lives and our work
- » Possesses a deep understanding of the difference between individual, institutional, and structural racism
- » Feels an increased sense of agency in addressing racial and social equity in her/his/their own work

### Through training, staff will build the following core competencies:

- » *Competently and confidently* discuss racial and social equity and related topics
- » *Identify* instances of institutionalized racial and social inequity

- » See opportunities to be *proactive in advancing* racial and social equity
- » Have or know where to find tools and resources to address racial and social inequity in their work and in the workplace
- » Deepen understanding of how to be an advocate for members of marginalized groups in a number of contexts (for example, how to be an ally).

In addition to the mandatory racial and social equity training, staff is encouraged to participate in optional supplemental trainings and informal brown bag activities, review shared resources to deepen their understanding of key issues, and continue to build confidence in normalizing the conversation around racial and social equity.

## Racial and Social Equity Tools and Assessment

Many cities have already developed and instituted the use of racial and social equity tools and assessments. Planning Department staff can use these existing tools immediately in order to begin to address disparities, while the Department develops a tailored Department-specific assessment tools.

These tools and assessments are designed to integrate a racial and social equity lens in decisions, policies, practices, programs, and budgets in order to improve successful outcomes for all groups. The Core Team is collaborating with each division to develop division and function-specific equity goals and tools as they relate to their particular work products and processes. Function-specific goal-setting will ensure that goals are relevant and attainable for each Department division and function, and tools are tailored to those functions. The process we will use to develop division-specific goals, as well as a sample or interim tool/assessment from the City Seattle, is outlined in the Appendix.

Even with a short time frame, asking a few questions relating to racial equity can have a meaningful impact. When pressed for time to go through a full assessment or the full tool, there are three “Critical

Questions” all decision-makers should consider in developing and assessing the impacts of existing or new policies, programs and processes:

1. What are the racial and social equity impacts of this particular decision or process?
2. Who will benefit from or be burdened by the particular decision or process?
3. Are there strategies to mitigate the unintended consequences or/and to advance racial and social equity outcomes?

While the tailored tools and assessments are under development, all divisions should utilize an interim racial and social equity tool, which the core team has developed based on the Seattle tool. All staff can utilize it immediately for this purpose. The complete Interim Tool can be found in the Appendix.

## Staffing

The Government Alliance on Race and Equity has outlined several cornerstones for effectively coordinating and staffing racial and social equity initiatives. GARE states that each team should possess strengths in the following<sup>18</sup>:

- » **Racial equity focus**—Maintaining a clear focus on racial equity throughout all stages of the process, working with any resistance that arises, and providing racial equity resources for participants who lack the skills needed to meaningfully participate.
- » **Project Design** – Designing the scope, structure, and timeline of the process.
- » **Project Management** – Coordinating the meetings and communications, producing materials and deliverables.
- » **Research and Systems Change Analysis** – Designing information-gathering instruments and facilitating discussions to solicit qualitative information.
- » **Strategic Planning** – Designing exercises and

<sup>18</sup> [http://racialequityalliance.org/wp-content/uploads/2015/02/GARE-Resource\\_Guide.pdf](http://racialequityalliance.org/wp-content/uploads/2015/02/GARE-Resource_Guide.pdf)

facilitating discussions to develop the content for the Plan (outcomes, actions, and performance measures).

- » **Communications** – Communicating with leadership, staff, and community about the purpose of this process, updates on the process, results of the process, and being a point of contact for anyone with questions.

Some additional considerations for efficacy, impact and sustainability of an effort driven by a Racial Equity Action Team<sup>19</sup>:

- » **Authority** – The Core Team will need to ask staff in different divisions, programs, and departments to provide information and to take various actions. They need to have sufficient authority to make these requests. This could be done by either having upper management staff as members of the team or by explicit and clear authorization from the executive or director to oversee the project.
- » **Expertise** – Team members will need to collectively possess a robust set of skills to fulfill the functions listed above. People with lived experiences bring important expertise. People with a strong racial equity analysis, some experience with strategic planning, and a good project manager are especially important.
- » **Familiarity** – All team members should be familiar with the jurisdiction’s racial equity terminology. They also need familiarity with the jurisdiction’s decision-making structure and processes.
- » **Time** – The Racial Equity Action Team should be given dedicated time for this project. The time commitment will vary dramatically depending on the capacity of the Team, the size of the jurisdiction, and the scale and depth of the process.
- » **Composition** – Each Racial Equity Action Team will look different and be a different size. Ideally, team members represent the demographic diversity of the jurisdiction. Racial diversity is especially important. Ideally, team members also represent the different divisions or programs across the

jurisdiction. Representation from up and down the jurisdiction’s hierarchy is also ideal, though if leadership is represented then it is important to be sensitive to power dynamics so all members feel empowered to meaningfully participate. Tenure and union representation are also important considerations. Representativeness is something to strive for but should be balanced with the need to recruit members with the skills sets listed above.

In order to meet the various needs outlined above, the Department has developed the following staffing structure for the Initiative:

- » **Project Manager and Project Director** – Project manager is responsible for the management of the overall Initiative, interfacing across divisions and partnering with other City agencies and stakeholders on citywide racial equity efforts. The Project Director provides support and supervision to the Project Manager on the Initiative. The Project Manager and Director have a deep knowledge of the subject matter and not only manage but also provide content expertise to the Initiative.
- » **Project/Core Team** – The Core Team provides additional capacity to the Initiative and is responsible for its ongoing development and implementation. It is led by the Project Manager and comprised of staff from various divisions who have been trained on the topic. This team manages and completes tasks as needed, and its members serve as advocates for the Initiative within their respective roles throughout the agency.
- » **Steering Committee** – Comprised of at least 2 liaisons from each division (one mid-level or senior manager and one line staff). The Steering Committee meets quarterly to provide high-level guidance and support for the Initiative as well as act as a feedback loop and a source of information for their respective divisions.
- » **All San Francisco Planning Staff** – Everyone in government has a role and responsibility in advancing racial and social equity. In addition to participation in the mandatory training, Planning staff should actively advance racial equity through

<sup>19</sup> [http://racialequityalliance.org/wp-content/uploads/2015/02/GARE-Resource\\_Guide.pdf](http://racialequityalliance.org/wp-content/uploads/2015/02/GARE-Resource_Guide.pdf)

their project work and the values and behaviors they uphold as a member of the agency.

## **Citywide Coordination and Partnerships**

Addressing broader structural racial and social inequities is the responsibility of all agencies. Equity outcomes will only improve with widespread commitment and action from all. Several Departments throughout the City have participated in the GARE training and are now members of the network. Under the leadership of the Human Rights Commission and the Mayor's Office, there is active coordination of citywide activities through the sharing of best practices, training, tools and other implementation strategies to advance racial and social equity as government agencies. As part of the inaugural GARE cohort, San Francisco Planning has been a leader in the citywide peer cohort in shaping overall strategy and troubleshooting challenges.

San Francisco Planning can further amplify the impact of our work by fostering strong partnerships with other City agencies that are proactively advancing their own racial and social equity efforts and by serving as a model and resource. Over 30 agencies are participating in GARE, these include the Human Rights Commission, San Francisco Public Utilities Commission, Department of Environment, the Department of Children Youth and Families, the Arts Commission, the Mayor's Office of Housing and Community Development, the Office of Economic and Workforce Development, among others.



**VI**

**PHASE II  
NEXT STEPS**

# PHASE II NEXT STEPS

## Scope

Phase II of the Plan, scheduled to be completed in 2019, will include the components summarized below.

## Phase 1 Progress Report and Accountability

A best practice is to internally and externally track and report progress on key metrics and activities. GARE has suggested asking the following key questions<sup>20</sup>:

- » Are there outcomes and actions that are receiving less attention than others?
- » Is there a need to change the Plan?
- » Have Plan actions been implemented or in progress?
- » What do the results indicate as to how to improve?
- » If there are unmet or blocked actions, is there an explanation and/or proposal for resolving the issue?
- » Are there racially diverse staff working on the Plan over the year(s)?
- » Are residents of color engaged in the implementation of the Plan over the year(s)?
- » Are measures being recorded and updated as actions change or are completed?
- » Is the jurisdiction reporting on challenges and successes?

Additionally, a progress template adopted from Seattle's Office of Racial and Social Justice is included in the Appendix. It provides a snapshot in time of progress made by the agency on certain action items.

<sup>20</sup> [http://racialequityalliance.org/wp-content/uploads/2015/02/GARE-Resource\\_Guide.pdf](http://racialequityalliance.org/wp-content/uploads/2015/02/GARE-Resource_Guide.pdf)

Therefore phase II will include an update on progress towards Phase I implementation, including emergent opportunities and challenges.

## Function-Specific Goals

Steering Committee division members, in coordination with the Core Team and representatives from each division, are working on defining racial and social equity goals specific to their respective functions. These goals will provide direction for the development of function-specific assessments and tools.

The purpose of developing the Racial and Social Equity Assessment by functional area is to:

- » Achieve the Department's external racial equity goals by infusing a racial and social equity lens throughout the entire agency (Current Planning, Environmental Planning, Zoning and Compliance, Administration, Commission Affairs, Communications, Office of Executive Programs, and Citywide Planning)
- » Generate applicable, stakeholder-informed tools that ensure key functions within each division advance racial and social equity

## Revisions to Interim Racial and Social Equity Assessment Tool

An interim assessment tool was developed during Phase 1. The next step is to tailor it to our Department functions in order to provide the opportunity to seamlessly operationalize racial and social equity in processes across the agency. These concrete tools help advance the Department towards function-specific goals related to our external-facing work.

## Racial and Social Equity-Informed Community Engagement Strategy & Best Practices

Staff members from across the agency have asked for additional opportunities to deepen their skills and capacities related to community engagement.

In particular, staff has expressed a desire to build capacity in engaging with communities of color and other hard to reach groups. Developing racial and social equity-centered, community-informed strategies and skills, coupled with training, will help to achieve that goal.

## **Communications Strategy**

A communications strategy to ensure that both internal and external communications about the Initiative occurs regularly is critical to the success of the Initiative. The communications strategy is a key component to maintain external accountability and will help the Department highlight success and progress. Below is a summary of how communications will be handled in the interim period until a more comprehensive strategy can be formed to address both internal and external stakeholders.

## **Strategic Partnerships + Expansion**

Phase 2 also includes development of a community engagement and communications. As a best practice in the field, the Department will partner with community stakeholders, including people of color, members of other marginalized groups, and allies, to vet potential strategies and identify opportunities for advancing racial and social equity within Department-led work, processes, and services. External partnerships will also help the Department maintain accountability.

Developing and nurturing strategic partnerships with other agencies, community organizations, the private sector, and philanthropy is a key method to upend inequities as well as ensure all opportunities are leveraged to advance goals. The combination of inequities across institutions is what makes up structural racial and social inequity. This section will outline key strategic partnerships the Department could develop, in particular building on the ongoing City Family collaboration that the Human Rights Commission is spearheading.

## **Monitoring, Evaluation + Sustainability Plan**

Tracking progress on the Initiative requires revising performance measures, as necessary, updating data metrics, and reporting milestones. Additionally, it is important to develop an understanding of what resources, attention and prioritization is necessary to sustain progress over time. The actual resource needs will become clearer as Phase I is implemented and as Phase II progresses.



**VII**

**APPENDIX**

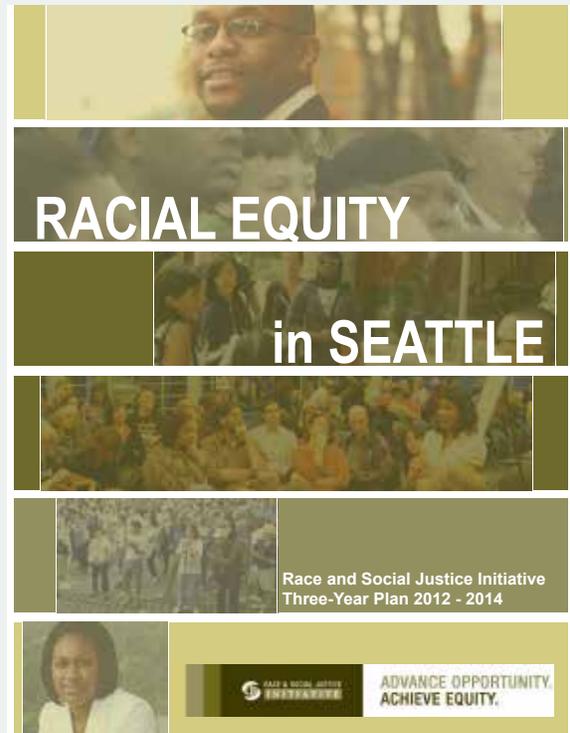
## Best practice: How is Seattle Leading with Race

The City of Seattle and the Seattle Office for Civil Rights challenge many forms of oppression, including racism, sexism, heterosexism, ableism and many others. The Race and Social Justice Initiative (RSJI) focuses on eliminating institutional racism and racial inequity. We are sometimes asked, “Why lead with race?” RSJI leads with race because of:

1. The pervasive and deep disparities faced by people of color. We recognize that challenging institutional and structural racism is essential if we are to support the creation of a just and equitable society;
2. The many years of community organizing that demanded the City to address racial inequity. To this end, we recognize the necessity of supporting all communities in challenging racism; and
3. The necessity of focus. We recognize that efforts to eliminate racism are essential to achieving an equitable society, and that those efforts by themselves are insufficient. We “lead with race,” and are also working on institutionalized sexism, heterosexism, ableism and other oppressions.

### Why focus on institutions?

RSJI focuses on institutional racism because we recognize that while individual racism deserves our attention, for long term change to take place, it is necessary to elevate the discussion to how eliminating institutional racism can help lead to racial equity. By focusing on policies, practices and programs which advantage white communities while disadvantaging communities of color, we are able to better impact racial inequities. Just as institutions work to the benefit of white people, they also work to the benefit of men, heterosexuals, non-disabled people and so on. We understand how critical it is to address all social justice issues, and that an institu-



tional approach is necessary across the board. The definitions and tools we use to eliminate institutional racism can also be used to eliminate institutional sexism, heterosexism, ableism and other oppressions. As we deepen our ability to eliminate racial inequity, we will be better equipped to transform systems and institutions towards collective liberation for all.

### What about people experiencing multiple oppressions?

All historically disadvantaged groups – people of color, lesbians, gay men, people who are transgendered, women, people with disabilities, low-income households, to name a few – experience systemic inequity. Many people and communities live at the intersection of these identities, for example lesbians of color, experiencing multiple inequities at once. By centering on race and using tools that can be applied across oppressions, we increase the ability of all of us to work for equity.

### **Are you saying racism is worse than other oppressions?**

No. We know that racism is deeply embedded in the institutions in this society leading to inequities in all major indicators of success and wellness. We must look at how this country was founded on the attempted genocide of Native people and the enslavement of African people. This legacy was institutionalized in all aspects of our society, and continues to create racialized impacts born from structural policies, practices and procedures, often unintentionally. In fact, race is consistently a primary indicator of a person's success and wellness in society. By focusing on race and racism, we recognize that we have the ability to impact all communities, including addressing the impacts of racism on LGBTQ people of color. We are prioritizing an anti-racist strategy in order to create an equitable society for all. This prioritization is not based on the intent to create a ranking of oppressions (i.e. a belief that racism is "worse" than other forms of oppression). For an equitable society to come into being, we need to challenge the way racism is used as divisive issue keeping communities from coming together to organize for change. While the RSJI leads with race, we recognize that all oppressions are perpetuated by the interplay of institutions, individuals, and culture operating amidst the weight of history. For all people and communities to experience liberation, we must transform all aspects of our society.

# Interim Racial and Social Equity Tool and Assessment

## RACIAL AND SOCIAL EQUITY INTERIM TOOL: HOW-TO-GUIDE

### When do I use this assessment?

The earlier and more often you use a racial equity tool, the better. When racial equity is left off the table and not addressed until the last minute, the use of a racial equity tool is less likely to be fruitful. Using a racial equity tool early means that individual decisions can be aligned with organizational racial equity goals and desired outcomes. Using a racial equity tool more than once means that equity is incorporated throughout all phases, from development to implementation and evaluation.

### How do I use this assessment?

**With Inclusion.** The analysis should be completed by people with different racial perspectives.

**Step by step.** The Racial Equity Analysis is made up of six steps from beginning to completion and should be used iteratively throughout the steps of a project.

### How do I use this assessment efficiently?

Even without Departmental outcomes to focus our energy, we can still reduce racial inequity by using the internal assessment tool. While it is often tempting to say that there is insufficient time to do a full and complete application of a racial equity tool, it is important to acknowledge that even with a short time frame, asking a few questions relating to racial equity can have a meaningful impact. If you are unable to undertake the full process provided in the subsequent pages of this guide we suggest that the following questions should be answered for “quick turnaround” decisions, these are your Critical 3 Questions or C3Q:

- 1. What are the racial equity impacts of this particular decision or process?**
- 2. Who will benefit from or be burdened by the particular decision or process?**
- 3. Are there strategies to mitigate the unintended consequences?**

# Racial and Social Equity Assessment Tool Overview\*

Project Name: \_\_\_\_\_

- What, when and why the project or policy or program (brief description)?
- What racial and social equity issue areas will the issue primarily impact (e.g. environment, open space, housing, pedestrian safety, workforce, contracting equity, inclusive outreach and engagement, etc.)

## Step 1. What are the Intended Results (in the community) and Outcomes (within the program or organization)

- What are the desired outcomes and end condition if project succeeds?<sup>1</sup> (think about impact)
  - Community results (population-level. E.g. All families in San Francisco thrive)
  - Project/policy outcomes (performance measures to monitor success of implementation that have a reasonable chance of contributing to results. E.g. 50% of parklets are in underserved communities of color; participation in scoping meeting reflects the demographics of the area; etc.)

## Step 2. Analysis of Data

- What data do you have and what does it indicate? Who is served or impacted by this and what are their racial and other demographics (seniors, etc.)?
- What does the data (and step 3) say about existing racial and social inequities that should be taken into consideration, what are the root causes or factors creating these inequities (e.g. barriers, bias)?
- What data would be helpful, why it would help, how can you get it?<sup>2</sup>

## Step 3. Stakeholder Engagement

- Who has and needs to be engaged? (community, staff, etc.). Is there a participation plan?<sup>3</sup>
- What is the plan for long-term engagement to communicate results and for long-term change.

## Step 4. Benefit/Burden and Strategies for Racial and Social Equity

- Who will benefit by this proposal? Who is burdened by this proposal? What are potential unintended consequences? Are the impacts aligned with the desired outcomes (Step 1)?
- What are the ways in which the proposal could be modified to enhance positive impacts or reduce negative impacts? What are some potential strategies to advance racial equity?

## Step 5. Implementation Plan

- How can we implement and monitor these mitigation and equity strategies? How will you partner with stakeholders for long-term positive change?
- Is the plan: Realistic? Adequately funded and resourced: with personnel; with mechanisms to ensure implementation and enforcement; to ensure ongoing data collection and community engagement? If the answer is “no” to any of these, what resources are needed?

## Step 6. Communications and Accountability

- How would you evaluate and report back on progress towards meeting desired outcomes and results?

*\*The racial and social equity assessment tool is to be used for the Planning Department’s work (internal or external) including, but not limited to: budget, policies, plans, programs, phases of development project review, and legislation.*

<sup>1</sup> Think about specific populations (children, youth, seniors, people of color); basic needs (housing, jobs, transportation, education, etc.); and issue areas (housing, community development).

<sup>2</sup> This could include: racial demographics, population, housing characteristics, occupied and vacant housing unit count, etc.

<sup>3</sup> Reference the [Communications and Engagement Protocol](#).

## Racial and Social Equity Assessment Tool Purpose

The vision of the San Francisco Planning Department is to eliminate racial inequity in the community. To do this requires ending individual racism, institutional racism and structural racism. The Racial and Social Equity Assessment Tool lays out a process and a set of questions to guide the development, implementation and evaluation of internal and external policies, projects, programs, and budget issues to address the impacts on racial equity.

Racial and social equity assessment tools are designed to integrate explicit consideration of racial and social equity in decisions, including policies, practices, programs and budgets. Use of the tool in government can help to develop strategies and actions that reduce racial and social inequities and improve success for all groups.

### Purpose of Racial & Social Equity Assessment Tools

- Proactively seek to eliminate racial and social inequities and advance equity
- Identify clear goals, objectives and measurable outcomes
- Engage community in decision-making processes
- Identify who will benefit and who will be burdened by a given decision
- Identifies strategies to advance racial and social equity and mitigate unintended negative consequences
- Develop mechanisms for successful implementation and evaluation of impact

### When do I use this assessment?

The earlier you use an assessment tool, the better. When racial and social equity is left off the table and not addressed until the last minute, the use of a tool is less likely to be fruitful. Using a tool early means that individual decisions can be aligned with organizational racial and social equity goals and desired outcomes. Using a tool more than once means that equity is incorporated throughout all phases, from development to implementation and evaluation.

### How do I use this assessment?

- **With Inclusion.** The analysis should be completed by people with different racial and social perspectives.
- **Step by step.** The analysis is made up of six steps from beginning to completion

### How do I use this assessment efficiently?

Even without Departmental outcomes to focus our energy, we can still reduce racial and social inequity by using the internal assessment tool. While it is often tempting to say that there is insufficient time to do a full and complete application of a racial equity tool, it is important to acknowledge that even with a short time frame, asking a few questions relating to racial and social equity can have a meaningful impact. If you are unable to undertake the full process the following questions should be answered for “quick turnaround” decisions, these are your Critical 3 Questions or C3Q:

- What are the racial and social equity impacts of this particular decision or process?
- Who will benefit from or be burdened by the particular decision or process?
- Are there strategies to mitigate the impacts / unintended consequences and to advance racial and social equity?

# RACIAL EQUITY TOOL ASSESSMENT WORKSHEET

**Name of Policy/Program/Project:**

New / Existing effort (circle one)

**Brief description:**

## Step 1: Desired Results/Outcomes

### Community Results

**i** *What are the population-level results you want to see? Articulate as positive conditions. E.g., All families in San Francisco are thriving. All residents have access to open space? All families have adequate housing? What would this look like in the community if successful?*

1.

### Desired Outcomes

**i** *Outcomes are at your dept and program level. You will create performance measures to measure these outcomes. E.g., parklet program applications are spread out across communities of color; community meetings represent the demographics of the project area; interview panels are diverse; etc.*

1.

## Step 2: Analyze Data

**i** *What does quantitative and qualitative data tell you about the existing racial disparities? What does it tell you about root causes or factors behind these disparities? What does it not tell you? Will the Policy/Program/Project have impacts on specific geographic areas (e.g. neighborhoods)? If so, what are the racial demographics of those areas?*

Data description	What does it indicate?

### What other data would be helpful?

Data description	Why it helps	Strategy to obtain

### Step 3: Community Engagement / Public Participation Plan

*Identify stakeholders. Who is most affected by, concerned with or has experience with the PPP or issue area? Create a public participation / communications plan. How have you involved community members in your assessment? If not yet, what is your plan? Refer to the Public Participation Spectrum. [Note: This may vary depending on project phase.] Where are you and how will your plan reflect this? What is your strategy for longer-term engagement with the community for long-term positive change?*

#### Decision Space / Note:

**i** *In your public participation/communications plan, clearly articulate what decisions the community can actually influence, if any. E.g., If a new housing facility is being built, is it what services are offered onsite, or just the color of the building?*



#### Step 4: Benefits, Burdens, Unintended Consequences and Strategies for Racial Equity

**i** Given what you have learned from research and stakeholder involvement, how will the proposal increase or decrease racial and social equity? What are unintended consequences? What are opportunities to advance racial and social equity? Get community insight to design/refine. This mitigates risk and helps outcomes.

Who benefits?	Align w/Step 1 community results?	What action, if any, needed?

Who is burdened?	Align w/Step 1 community results?	Strategy to mitigate or eliminate negative impact?

Potential Effect (+/-)	Strategy to Enhance or Reduce

**Note:**

**i** *Make the invisible visible. It creates shared understanding of the opportunity to have more equitable outcomes.*

**🔍** *Look for: Individual discretion, underlying assumptions, historical/legacy processes and policies.*

*What is the one question no one has openly asked yet about this issue? Who is making the decision(s)? who makes up the project team?*

Assumptions/blind spots	Impact	Action Needed
-------------------------	--------	---------------

**Leverage Other Resources/Relationships**

**i** *Who else could you work with to maximize impact in the community?*

**Root Causes**

**i** *How are you addressing identified root causes?*

**Step 5: Implementation**

Is your plan to implement mitigations and advance racial and social equity:

- Realistic?
- Adequately funded?
- Adequately resourced with personnel?
- Adequately resourced with mechanisms to ensure successful implementation and enforcement?
- Adequately resourced to ensure on-going data collection, public reporting, and community engagement?

If the answer to any of these questions is no, what resources or actions are needed?



# Sample Implementation Matrix

This is a snapshot of the types of implementation details and performance measures being developed for each action.

Racial and Social Equity Action Plan – Phase I Implementation

Goal	Objectives	Associated Actions	Notes / Next Steps	Performance Measures & Accountability – results and outcomes		Implementation Timeline (completion)				Due Date / Status	Lead Staff
				How much did we do? (e.g. # of activities)	How well did we do it? (e.g. turnover rate, staff morale, % completion)	0-6 months	6 months-1 year	1-2 years	2-5 years		
1. Hiring, Recruitment and Retention goal:		Vision:	Who is the client/end user:	Key Outcome Indicator(s) (is anyone better off):		Root cause analysis of inequities in hiring/recruitment/retention (why aren't we achieving the goal vision?):				Data / baseline:	Key partners:
1.1 Staff recruitment strategies are consistent, inclusive, easy to understand, transparent, and work to advance racial and social equity and diversity.	1.1.1 Analyze current outreach and recruitment strategies to determine whether practices are consistent across divisions and include strategies to advance equity and broaden job posting distribution.	Currently, we utilize city's job listings, diversity contacts, Twitter, LinkedIn, Planning schools and some regular job advertisement sites. Task: look at our current advertising list and add diversity bodies and revise yearly. Also, plan to reach out to some specific targets such as heads of historically black colleges and universities to go beyond sending an email announcement.									
		DHR already has FAQs (no need to recreate. Task is to take a look at FAQ and recommend to DHR to post a more direct link in job postings. We can also create a "job opportunities" or "work for us" page on our webpage with some additional information that also links to DHRs FAQ.									
	1.1.2 Work with DHR to more prominently post their FAQs on Employment with each job posting, and create a page on our website ("Work for Us" with additional information on the process to improve accessibility to a wider candidate pool.	Work with DHR and the unions to analyze and revise existing Minimum Qualifications, as needed and appropriate to the work, and job descriptions to update and identify opportunities to improve racial and social equity.	Note: Minimum qualifications may or may not change but could possibly be enhanced to improve racial and social equity. (note: look for the PI and Planner tech examples AV and DDW worked on)								
1.2 Hiring and promotion process is consistent, transparent, and intentional about advancing racial and social equity and diversity.	1.2.1 Analyze current hiring processes across the Department to better understand how Job posting language is drafted, interview and exam questions are developed, interview panels are selected, resume review procedures, and where inconsistencies may exist in the process, among other topics, to ensure panelists and reviewers are diverse and can engage with	The result of this analysis could be a "Guidelines" document on considerations to select panels, review resumes, create questions, etc. Example, panels meet with HR prior to starting process, interview questions related to cultural competence where appropriate to the job, etc. Note: There are some DHR rules we don't have discretion over but									

# Timeline Overview

The overall timeline is as follows:

<b>January - December 2016</b>	Organizing: 15 staff from the Department (“Core Team”) participated in year-long Government Alliance on Race and Equity (GARE) training.	
<b>Spring 2016</b>	Plan Development: Development of Racial and Social Equity Initiative and Action Plan Phase I launches	
<b>Winter 2017</b>	Organizing & Implementation Actions: <ul style="list-style-type: none"> <li>• Internal staff survey completed by 190 staff</li> <li>• Human Rights Commission leads City agencies’ GARE participation and citywide Racial &amp; Social Equity Team coordination</li> </ul>	
<b>Spring 2017</b>	Implementation Action: Core Team developed and launched structural racism training series for all Department staff	
<b>Spring 2018</b>	Plan Development: Racial & Social Equity Action Plan Phase II planning began	
NEXT STEPS	<b>1 Winter 2019</b>	<b>Implementation Benchmark:</b> Department completes training of all staff
	<b>2 Winter 2019</b>	<b>Plan Development Benchmark: Racial and Social Equity Action Plan Phase I published –</b> <i>January 24, 2019 Informational Hearing at the Planning Commission</i>
	<b>3 Spring - Fall 2019</b>	<b>Plan Development Benchmarks:</b> <ul style="list-style-type: none"> <li>• <b>Action Plan Phase I</b> action by the Planning Commission</li> <li>• <b>Action Plan Phase II</b> community engagement phase launches Spring 2019 - Summer 2019</li> <li>• <b>Action Plan Phase II</b> draft at the Planning Commission (late summer/early fall 2019), action late fall/early winter</li> </ul>
	<b>4 Ongoing</b>	<b>Plan Implementation, Monitoring and Updating:</b> <ul style="list-style-type: none"> <li>• Implement, monitor and update the Plan every 3 years (2020-2023)</li> <li>• Update Planning Commission yearly (or with every Plan update)</li> </ul>

# Training Curriculum Outline

## TRAINERS: BAY AREA REGIONAL HEALTH INEQUITIES INITIATIVE (BARHII)

Curriculum Highlights: Objectives, Shared Language & Frameworks

### SESSION I

- 1. Opening and framing for the training:**  
**Objective:** Provide trainees with an overview of the plan for the entire training and specifically the current day. Set expectations for what is to be accomplished. Introduce trainers and facilitators for the day. Begin to answer the question “Why Racial Equity?”
- 2. First Experiences with Race**  
**Objective:** Trust building, exploration of participant’s own experiences with race.
- 3. Why Racial Equity?**  
**Objective:** Continue to emphasize why we must be specific in targeting racial inequities with examples provided. Introduce concept of intersectionality.
- 4. Shared Language**  
**Objective:** Develop a shared understanding of key terms and concepts.
  - » Equity vs. Equality => Justice
  - » Racism/Racialized Oppression
  - » Overt Racism to Institutionalized Racism
  - » Racism vs. Prejudice
  - » What does Racial and Ethnic Equity Mean?
- 5. Key Frameworks**  
**Objective:** Develop an understanding of key frameworks
  - » Levels of Inequity => Organizational Transformation is hard
  - » Transformation requires us to ask different questions
  - » Our Strategy: Normalize, Organize, Operationalize

- 6. Broader Context: Preparing for Session II**  
**Objective:** Provide historic and contemporary context for interpersonal and structural conditions we will delve into on day two.

### 7. Closing and Evaluation

### SESSION II

- 1. Overview**  
**Objective:** Root our conversation in larger context, challenge people to do the difficult work.
- 2. Activity: I Am From**  
**Objective:** Build trust, explore personal experience, allow opportunity for participants to build greater empathy.
- 3. Video: Doll Test**  
**Objective:** Illustrate the insidious and widespread nature of bias and how early it develops, highlight internalized oppression as a concept.
- 4. Shared Language**  
**Objective:** Introduce and provide examples for key concepts that impact the culture of an organization.
  - » Implicit/Unconscious Bias
  - » Intersectionality
  - » Microaggressions
  - » Intent vs. ImpactStrategies related to Microaggressions:
  - » Actor
  - » Recipient
  - » Witness
  - » Video: Allying in Action—Micro Resistance
- 5. Wrap up, questions and evaluation**

## **Full Internal Culture Survey Report**

*Forthcoming*

## **Data Dictionary**

*Forthcoming*



### **Mayor**

London Breed

### **Board of Supervisors**

Norman Yee, *President*

Vallie Brown

Sandra Lee Fewer

Matt Haney

Rafael Mandelman

Gordon Mar

Aaron Peskin

Hillary Ronen

Ahsha Safai

Catherine Stefani

Shamann Walton

### **Planning Commission**

Rich Hillis, *President*

Myrna Melgar, *Vice President*

Rodney Fong

Milicent Johnson

Joel Koppel

Kathrin Moore

Dennis Richards

### **San Francisco Planning Department**

John Rahaim, *Director of Planning*

Tom DiSanto, *Director of Administration*

AnMarie Rodgers, *Director of Citywide Planning*

Adam Varat, *Assistant Director of Citywide Planning*

Miriam Chion, *Housing & Equity Programs Manager*

Gina Simi, *Communications Manager*

Claudia Flores, *Project Manager, Principal Planner*

Danielle DeRuiter-Williams, *Senior Community Development Specialist*

Adrienne Hyder, *Graphic Design*

Nadia Bishop, *Training Officer*

#### **Core Team:**

Aaron Yen, *Senior Community Development Specialist*

Andrea Nelson, *Senior Community Development Specialist*

Christy Alexander, *Senior Planner*

Desiree Smith, *Planner*

Deborah Sanders, *Executive Assistant*

John Francis, *Senior Planner*

Jon Swae, *Senior Planner*

Kimia Haddadan, *Senior Planner*

Lisa Chen, *Senior Planner*

Moses Corrette, *Senior Planner*

Rachael Tanner, *Senior Planner*

Seema Adina, *Planner*

Sherie George, *Senior Planner*

Tina Chang, *Senior Planner*

Wade Wietgreffe, *Principal Planner*

Terea Macomber, *Intern*

#### **Steering Committee:**

John Rahaim, Tom DiSanto, Miriam Chion, Gina Simi, Claudia Flores, Wade Wietgreffe, Rich Sucre, Sherie George, Jacob Bintliff, Diego Sanchez, Audrey Harris, Desiree Smith, and Gino Salcedo

