Background

Why should San Francisco prioritize equity?

While San Francisco has made progress in reducing greenhouse gas emissions, it has been falling short in other ways. Income inequality is growing, and housing insecurity, homelessness, and displacement are also worsening. These disparities, among others, are more pronounced when intersected with race. American Indian, Black, and other people of color continue to face significant income inequality, poor health outcomes, exposure to environmental pollutants, low homeownership rates, high eviction rates, and poor access to healthy food, quality and well-resourced schools, and infrastructure. In 2021, the median household income in San Francisco was $121,826. Households which were white alone, not of Hispanic/Latinx origin, had median income of $165,332, which is more than twice the median income for Hispanic/Latinx households, which was $75,458. Median income for Asian households was $104,573 and Black households $46,163. American Indian households had a median income of $53,848.[1] Most housing cost burdened households are extremely low- and very low-income households. Black and Hispanic/Latinx renters face the highest rates of cost burden with nearly half of both groups cost burdened or severely cost burdened. Asian and Pacific Islander renters also experience elevated rates of cost burden.[2] The American Indian population is 17 times more likely to be homeless compared to their share of population, and Black households are seven times more likely.[3] In 2021, in San Francisco, Black residents made up 5.3 percent of the city's population, when these residents had previously made up 11 percent of the city's total population in 1990. In the time span of 25 years, the proportion of the Black population in San Francisco was reduced by half, a far more rapid decline than the rest of the Bay Area.[4]

Across every social indicator, when data is disaggregated by race, the legacy of more than two hundred years of racially discriminatory government policies is evident in San Francisco. Racial disparities can be measured in unemployment, health, household income, housing and displacement, criminal justice, police violence, homelessness, education, and composition of the City and County of San Francisco's workforce.[5] Climate change exacerbates these disparities. People of color and low-income residents are least responsible for, yet most vulnerable to the impacts of climate change. Strategies to reduce greenhouse gas emissions have the potential to exacerbate disparities if not intentionally designed for equity. With the update to San Francisco's Climate Action Plan (CAP), the intent is to go beyond traditional emissions reduction strategies and intentionally design strategies that advance racial and social equity.

Leading with Race

This assessment prioritizes equity for Black, Indigenous, and People of Color (BIPOC), low-income populations, and/or other vulnerable populations through the lens of intersectionality. The additional vulnerable populations are defined in the document as: older adults, youth, homeless or marginally housed residents, non-English speaking people, immigrants, people with disabilities, people who are socially isolated, and people with pre-existing health conditions. This assessment leads with race because society produces unequal outcomes for BIPOC, and there is an intersectionality between race and other forms of marginalization. Intersectionality refers to the interconnected nature of social categorizations as they apply to a given individual or group, regarded as creating overlapping and interdependent systems of discrimination or disadvantage. When race is intersected with any other disadvantaged social categorization the outcomes for that individual or group are worse. If not designed specifically to advance racial equity, a solution is less likely to be successful at reducing racial disparities. However, data are not always

collected about race. Disparities in wealth and income by race are well documented in San Francisco and the Bay Area. While not identical, issues faced by low-income populations may be representative of issues faced by some communities of color. Similar to race, poverty and/or financial insecurity exacerbates the disadvantage and marginalization experienced as a result of certain other social categorizations. Poverty and racial and ethnic inequality are the two foundational issues identified in the 2019 San Francisco Health Needs Assessment.

Level of Equity

Interventions to reduce disparities and advance equity vary in scope; they can take the form of targeted benefits and specialized program design, or be designed to address the fundamental drivers of the inequity. Equity can be advanced by providing inclusive access to benefits by removing barriers and targeting investment, such as providing subsidies for green technologies to those who can't afford them. These strategies work to deliver benefits from a particular program to populations who may not have had access, and can work to protect the most vulnerable. Strategies which address the root cause of the vulnerability, inequity, and/or barrier take equity work deeper. For example, instead of only asking the question, "How can we provide the benefits of green technologies to those who can't afford them?", a root cause analysis would result in the question, "Why can't some people afford green technologies and how can we address those underlying issues (such as disparities in income and wealth accumulation)?"

Assessment Process

The assessment enables strategy developers to identify opportunities to provide benefits to all San Franciscans, mitigate negative unintended consequences for BIPOC, low-income populations, and other vulnerable populations and, where possible, address the root causes and fundamental drivers of inequity. RSEAT was developed through stakeholder engagement on residential building decarbonization collaboratively led by SFE, People Organizing to Demand Environmental and Economic Justice (PODER), and Emerald Cities San Francisco Bay Area, consulting literature, the Equity Assessment Tool prepared by Race Forward for the Zero Cities Project and guidance from the Office of Racial Equity (ORE) and the Planning Department's Community Equity Team. Five *Themes* and supporting *Impact Areas* are addressed under RSEAT: 1) Income and wealth equality (including Just Transition for workers); 2) Housing security and community stability; 3) Inclusion and empowerment; 4) Health; and 5) Hazard and climate resilience. The *Examples of Progress* column in the tool provides more information about how to track progress on each of the *Key Statements*. Some of these *Examples* are population-level data. It is difficult to attribute changes in these indicators to any individual strategy, as there are many contributing factors to systemic problems. The complex nature of systemic problems can result in a lack of accountability, where individual initiatives determine the systemic problem to be outside of certain project scope. The examples can be used to guide the development of the equity considerations so that recommendations feed into ongoing population-level measurement.

ORE guided the development of a *Scale* to evaluate the potential of a strategy to:

+2 Repair root causes of racial disparities; dismantle systems of oppression; structural and systemic changes such as large policy and budgetary action

+1 Mitigate symptoms of systemic racism; interpersonal and operational changes; working within the current system to make it better such as through inclusive access to existing services

-1 Maintain the status quo of racial disparities

-2 Perpetuate racial disparities and harm

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[1] American Community Survey 2021 5-Year Estimates, Table S1903. (Accessed 2023)
[2] San Francisco Planning Housing Needs and Trends Report 2018
[3] San Francisco Housing Element Update 2022

[4] San Francisco Planning Community Stabilization Report 2019
[5] https://sfgov.legistar.com/LegislationDetail.aspx?ID=3950582&GUID=9F233DC0-845B-483B-9570-ED75D67A8594
https://sfgov.legistar.com/View.ashx?M=F&ID=7586870&GUID=9E0222B9-7A4D-4082-8CCE-3F397520FC82

Assessment

Please allow for three to four hours to complete the assessment on a well-defined strategy.

Strategy:					
Theme	**Impact Area**	**Key Statement**	**Examples of Progress***	**Scale** (orange=current; green=potential)	**Equity Considerations**
1. Income and Wealth Equality	**Economic Opportunity**	This strategy will increase financial literacy and reduce poverty and disparities in income and wealth accumulation through increased access to business opportunities, home ownership, and/or skilled and professional jobs.	- Reduced income inequality gap between racial/ethnic groups - Reduced disparities in access to banking products - Increased land and homeownership opportunities for BIPOC	-2 -1 +1 +2 N/A	
	Workforce Development	This strategy will increase opportunities for people with barriers to employment and support the transition of workers away from fossil fuels to a low-carbon future while protecting fossil fuel communities and workers, as well as communities who have historically suffered from the pollution from those industries	- Reduced unemployment rates by race - Retained and promote living-wage jobs for entry level and limited skilled workers in non-fossil fuel industries - Stabilized business that employs low-to moderate-income workers - Increased education and job training opportunities for low-to moderate-income individuals and families, especially those without a college education - Increase in youth internship opportunities and support in career development - Increased diversity in City employment and contractors hired by the City	-2 -1 +1 +2 N/A	

			-Increase in resources to address barriers to stable employment, including commutes, childcare, etc. - Improved worker health and safety - Largest polluter/ Most responsible party pays for the transition		

Recommendations from SFE Equity Analysts
Key equity concerns identified:
Recommendations to advance racial and social equity:

Revisions
Modify strategy and/or supporting action(s):

Strategy:					

Theme	Impact Area	Key Statement	Examples of Progress*	Scale (orange=current; green=potential)	Equity Considerations
2. Housing Security and Community Stability	Household Affordability	This strategy will improve affordability (incl. household costs for rent/mortgage, transportation, energy) for BIPOC, low-income populations, and/or other vulnerable populations.	- Reduced rates of housing cost burden by race - Reduced rates of low-and moderate-income households that are housing cost burdened without loss of low- and moderate-income households - Increased number of affordable housing units for low-and moderate-income residents - Reduced homeownership disparities by race - Meeting housing production and preservation targets in 2020 San Francisco Housing Affordability Strategies[6] - Increase in number of people who move from homelessness into permanent housing	-2 -1 +1 +2 N/A	
	Anti-Displacement	This strategy helps BIPOC, low-income populations, and/or other vulnerable populations and the businesses and institutions that serve them stay in their neighborhood for the long-term.	- Increased percentage of the Black population; maintained or expanded percentage of other racial groups that have been decreasing over time (such as Native American/American Indian and Filipino, Samoan, and Vietnamese) - Decreased number of all types of evictions, including illegal evictions and buyouts - Stabilized and reverse the loss of legacy businesses that protect cultural diversity and long-term workers	-2 -1 +1 +2 N/A	

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[6] Produce an annual average of 5,000 new homes a year, with at least 1,667 homes affordable at very low-, low-, and moderate-incomes. Preserve 600-700 units of existing subsidized affordable housing per year, and preserve 400 apartments serving low- and moderate-income renters annually through acquisition of rent-controlled housing (Small Sites program)

			- Tenants rights education classes held - Foreclosure prevention education/resources provided		
	Access to Services	This strategy helps BIPOC, low-income populations, and/or other vulnerable populations access essential services.	- Proximity or access to schools, grocery stores, workplaces, daycare facilities, community centers, medical facilities, mental health resources, parks/open space - Wrap-around services provided to unhoused populations and affordable housing residents to improve housing stability and reduce homelessness	-2 -1 +1 +2 N/A	

Recommendations from SFE Equity Analysts
Key equity concerns identified:
Recommendations to advance racial and social equity:

Revisions
Modify strategy and/or supporting action(s):

Strategy:					

Theme	Impact Area	Key Statement	Examples of Progress*	Scale (orange=current; green=potential)	Equity Considerations
3. Inclusion and Empowerment	Influence	This strategy acknowledges the expertise that BIPOC, low-income populations, seniors, people with disabilities, and/or other vulnerable populations hold about the needs of their communities and includes community expertise in decision-making and implementation.	- Moving towards "Community Ownership" on the "Spectrum of Community Engagement to Ownership, Credit: Rosa González of Facilitating Power" (Page 16) - Increased participation at stakeholder meetings - Increase in stakeholders who feel positively about the accessibility and relevance of a program/project and inclusion of related accessibility metrics disaggregated by race where possible	-2 -1 +1 +2 N/A	
	Social Capital	This strategy strengthens networks and builds capacity and knowledge for BIPOC, low-income populations, and/or other vulnerable populations	- Increase civic engagement - Awareness of and participation in government and other community-serving programs - Community knowledge of rights - Increase in volunteers to come together to solve community problems - Membership in community-based organizations and/or faith-based organizations - Improve social cohesion - Increase in organizations and individuals who gain capacity to address community needs - Increase in youth education and youth civic engagement	-2 -1 +1 +2 N/A	

Cultural Competence	This strategy is respectful of diverse cultural needs.	- Surveying to understand if project/program is culturally competent, process for incorporating feedback - Stabilized and reversed the loss of the city's culture and arts organizations - Stabilized and reversed the loss of legacy businesses that protect cultural diversity and long-term workers	-2 -1 +1 +2 N/A	
Equitable Benefits and accessibility	The benefits of this strategy will be accessible and relevant to BIPOC, low-income populations, seniors, people with disabilities, and/or other vulnerable populations and the barriers to receiving the benefits are addressed.	- Program/project specific accessibility metrics disaggregated by race where possible - Elimination of burdens impacting BIPOC, low-income populations, seniors, people with disabilities, and/or other vulnerable populations	-2 -1 +1 +2 N/A	

Recommendations from SFE Equity Analysts
Key equity concerns identified:
Recommendations to advance racial and social equity:

Revisions
Modify strategy and/or supporting action(s):

Strategy:					

Theme	Impact Area	Key Statement	Examples of Indicators*	Scale (orange=current; green=potential)	Equity Considerations
4. Health	Chronic Disease	This strategy has co-benefits that address prevention and management of chronic disease, particularly for BIPOC, low-income populations, and/or other vulnerable populations.	Cardiovascular Health Respiratory Health and asthma Diabetes Cancer Obesity	-2 -1 +1 +2 N/A	
	Communicable Disease	This strategy has co-benefits that address prevention or treatment of communicable disease, particularly for BIPOC, low-income populations, and/or other vulnerable populations.	Vector-Borne Disease Communicable Disease Prevention Communicable Disease Management	-2 -1 +1 +2 N/A	
	Behavioral Health	This strategy either 1) has co-benefits that address the root causes of mental health triggers, or 2) addresses mental health care, particularly for BIPOC, low-income populations, and/or other vulnerable populations.	Displacement / Financial Insecurity Violence / Trauma Maternal and Child Health Addiction / Substance Abuse Social Isolation / Community Engagement Physical Activity / Green Space Access to Mental Health Services	-2 -1 +1 +2 N/A	
	Injury	This strategy has co-benefits that address injury prevention through adaptations to the built environment, particularly for	Road Traffic Injuries Falls / Household Injuries	-2 -1 +1 +2	

		BIPOC, low-income populations, and/or other vulnerable populations.	Violence Fire Poisoning	N/A	

Recommendations from SFE Equity Analysts
Key equity concerns identified:
Recommendations to advance racial and social equity:

Revisions
Modify strategy and/or supporting action(s):

Strategy:					
Theme	**Impact Area**	**Key Statement**	**Examples of Progress***	**Scale** (orange=current; green=potential)	**Equity Considerations**
5. Hazard and Climate Resilience	**Community Adaptation and Resilience**	This strategy facilitates programs or policies to improve the ability of BIPOC, low-income populations, and/or other vulnerable populations to prepare for, respond to, and/or recover from a hazard event.	Increase in programs or policies related to: - Access to Health Care Services - Access to Emergency Preparedness Programs and Emergency Response Services - Community Engagement, Social Cohesion, and - Cultural Competency - Equitable Recovery	-2 -1 +1 +2 N/A	
	Physical Environment Resilience	This strategy reduces risks from hazards or exposure to pollution through changes to buildings and/or infrastructure (including nature-based) for BIPOC, low-income populations, and/or other vulnerable populations.	Structural improvements related to: - Extreme Heat, i.e. Cool Homes/Cool Buildings, Reduces Urban Heat Island - Flooding and Extreme Storms, i.e. Housing Quality / Mold Exposure - Wildfire and Air Quality, i.e. Clean Air / Filtration - Seismic Hazards, i.e. Soft-Story Retrofit Program Reduces Service Disruption - Power Disruption, i.e. Communications Infrastructure, Recovery	-2 -1 +1 +2 N/A	
	Economic Recovery	This strategy supports BIPOC, low-income populations, and/or other vulnerable populations in the economic recovery from COVID-19.	- Employment opportunities during covid response prioritized for disadvantaged workers	-2 -1 +1 +2 N/A	

			- Training and workforce development prioritized for disadvantaged workers under/unemployed due to covid-19 - Workers receive resources needed for safety and health on the job - Workers receive resources they need to work from home and maintain employment, expanded job types able to work from home - Prioritized financial resources for community-serving small businesses and minority-owned businesses - Prioritized financial resources for community-serving nonprofit organizations		

Recommendations from SFE Equity Analysts
Key equity concerns identified:
Recommendations to advance racial and social equity:

Revisions
Modify strategy and/or supporting action(s):

Overall analysis
(This section covers any overall analysis or analyses from the above that crosses over multiple theme areas)

Recommendations from SFE Equity Analysts
Key equity concerns identified:
Recommendations to advance racial and social equity:

Revisions
Modify strategy and/or supporting action(s):

Resources

Kapwa Consulting Stakeholder Power Analysis Tool

Stakeholder Power Analysis

Complete this analysis to understand the relative power dynamics between various stakeholders involved in your project and understand specific needs that can be addressed in your stakeholder strategy.

1) **Determine what your project question and if the project dynamic is:**
   a. Process, decision-making oriented: X/Y Variables are Impact/Influence
   b. Service, program oriented: X/Y Variables are Need/Access

2) **Create your stakeholder power analysis chart using the example below:**
(Y axis) Impacted by Decision: Impact is identified by having a positive/negative or missed opportunity to share in the benefit of a Policy or Plan.
**(X axis) Influence in Process:** Defined by time, resources, information, familiarity with process and real or perceived ability to influence outcomes.

OR

(Y axis) Need: Level of benefit that can be realized through a program or service or vulnerability to the risks of a problem the project seeks to solve
(X axis) Opportunity/Access: Potential to be advanced (i.e. financially, professionally, in health, or in community well-being). Ability to currently participate or receive the benefits of a program.

Put stakeholders groups in the appropriate quadrant. Break down broad stakeholders groups into sub groups if there are differences in influence or impact within a category (ex. not all small businesses may be equally impacted). Put stakeholders in particular spots within each quadrant.
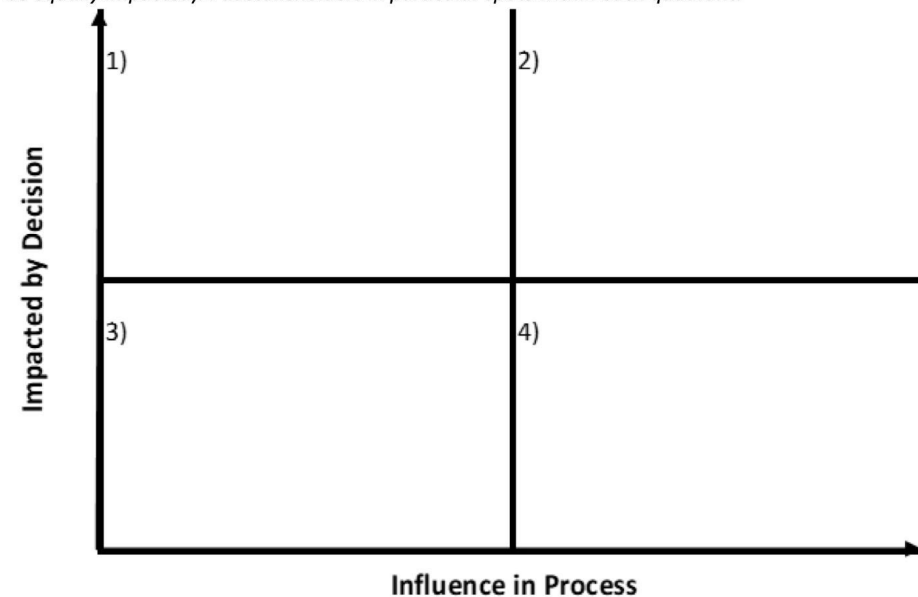
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Key:

> **Quadrant 1:** Highly impacted, little influence: This group should be prioritized for inclusion and equity strategies.
> **Quadrant 2:** Highly impacted, high influence: This group will likely already be at the table. Manage their continued participation, and sharing influence with those in Quadrant 1.
> **Quadrant 3:** Low impact, low influence: This group is not an obvious priority. However, communication should be maintained to honor transparency should they eventually shift into another quadrant.
> **Quadrant 4:** Low impact, high influence: This group should be consulted with for their expertise and influence. Strategies should focus on leveraging power to further advance position of stakeholders in Quadrant 1.

3) **Analysis questions**

Question 1: Who are the stakeholders impacted by this initiative?

Question 2: Are any of the following groups of stakeholders considered within the initiative, and where do they fall? (You can identify more specific groups within each category)

- Communities of color
- Low-income populations
- Limited English Proficient communities
- Community based organizations and groups
- Interest based organizations and groups
- Churches and faith based groups
- Neighborhood coalitions or associations
- Neighborhood groups
- Property Owners
- Renters

- Business
- Business organizations (associations, chambers of commerce, business districts)
- Employees (unions, non-unionized)
- Institutions (education, health, correctional)
- Local government officials and advisory bodies
- Local government departments
- Tribal sovereign nations
- Other public agencies
- Other stakeholders_____

Question 3: Do certain stakeholder groups carry more influence/access than others in your initiative? Why?

Question 4: What community engagement strategies will you use to ensure under-represented/under-served stakeholders (Quadrant 1) have more equitable influence/access?

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SFE Racial Equity Program and Policy Scan Tool

<u>Purpose</u>: Identify existing initiatives and ongoing program work at SF Environment with significant opportunities to advance racial equity. The initiatives and program work identified will be referenced in SFE's Racial Equity Action Plan and will be prioritized for an in-depth racial equity assessment. **Please complete a worksheet for each major initiative or work area within your Program**. Estimated time to complete: 2 hours.

STEP 0 - General Information	
Program Area	
Name of initiative, policy or ongoing program work	
Brief description. Include background information (why is this happening/a priority?)	
What dedicated financial resources are there? (staff time and/or other)	Staff time: Materials: Publicity: Grants/Contracts: Outreach: Other:
STEP 1 - Desired Results/Outcomes	
What is the desired outcome of this initiative? Think about impact.	
STEP 2 - Benefits and Burdens Analysis	
Who is this initiative intended to serve?	
What data do you *have* to identify who benefits and who is burdened? (include quantitative and/or qualitative data)	
What data do you still *need* to understand who benefits and who is burdened?	
Who receives the benefits? (Also consider who might benefit financially)	
What are barriers to accessing the benefits?	
Who is/could be burdened?	
What are/could be the unintended consequences?	
STEP 3 – Stakeholder Power Analysis	
Who are the stakeholders impacted by this initiative? (check all that apply)	● Communities of color ● Low-income populations

	- Unhoused populations - Limited English Proficient communities - Community based organizations and groups - Interest based organizations and groups - Churches and faith-based groups - Neighborhood coalitions or associations - Neighborhood groups - Property Owners - Renters - Businesses - Business organizations (associations, chambers of commerce, business districts) - Employees (unions, non-unionized) - Institutions (education, health, correctional) - Local government officials and advisory bodies - Local government departments - Tribal sovereign nations - Other public agencies - Other stakeholders_____
Who is involved in major decisions? Do certain stakeholder groups carry more influence/access than others in your initiative? Why?	
Where does this initiative lie on the spectrum on community engagement? (see community engagement table at end)	
Was community engagement conducted when the initiative was started? Why or why not?	
Was community engagement conducted on an ongoing basis? Why or why not?	
STOP HERE: STEPS 4-6 to be completed by Racial Equity Committee with program staff input	
STEP 4 - Strategies for Racial Equity	
How might you remove barriers for those who have been unable to access benefits?	
How might you remove or mitigate burdens and unintended consequences?	
What community engagement strategies will you use to ensure low-income communities of color have more equitable influence/access?	
What tools and/or actions are available to achieve the strategies described above?	

STEP 5 – Racial Equity Implementation Plan	
How can we implement these strategies?	
What resources might be needed?	
What additional data or community engagement is necessary?	
STEP 6 – Racial Equity Communications & Accountability	
How would you evaluate and report back on progress towards meeting desired outcomes?	
Is there a way to receive and incorporate feedback about the program?	

Spectrum of Community Engagement to Ownership, Credit: Rosa González of Facilitating Power

Stance towards community	0 IGNORE	1 INFORM	2 CONSULT	3 INVOLVE	4 COLLABORATE	5 DEFER TO
Impact	*Marginalization*	*Placation*	*Tokenization*	*Voice*	*Delegated Power*	*Community Ownership*
Community Engagement Goals	Deny access to decision-making processes	Provide the community with relevant information	Gather input from the community	Ensure community needs and assets are integrated into process & inform planning	Ensure community capacity to play a leadership role in implementation of decisions	Foster democratic participation and equity through community-driven decision-making; Bridge divide between community & governance
Message to community	*"Your voice, needs & interests do not matter"*	*"We will keep you informed"*	*"We care what you think"*	*"You are making us think, (and therefore act) differently about the issue"*	*"Your leadership and expertise are critical to how we address the issue"*	*"It's time to unlock collective power and capacity for transformative solutions"*
Activities	Closed door meetings Misinformation Systematic disenfranchisement Voter suppression	Fact sheets Open Houses Presentations Billboards Videos	Public comment Focus Groups Community Forums Surveys	Community organizing & advocacy House Meetings Interactive Workshops Polling Community forums	MOU's with Community-Based Organizations Community Organizing Citizen Advisory Committees Open Planning Forums with Citizen Polling	Community-Driven Planning Consensus building Participatory Action Research Participatory Budgeting Cooperatives
Resource allocation ratios	100% systems admin	70-90% to systems admin 10-30% to promotions and publicity	60-80% to systems admin 20-40% to consultation activities	50-60% to systems admin 40-50% to community involvement	20-50% to systems admin 50-70% to community partners	80-100% to community partners and community-driven processes that ideally generate new value and resources that can be invested in solutions