ECONOMIC IMPACTS OF REDEVELOPMENT ON HISTORIC BUILDING PRESERVATION AND PRIVATE PROPERTY OWNERSHIP IN THE CITY AND COUNTY OF SAN FRANCISCO

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Cities across the United States are experiencing attacks on their built landscapes. This occurrence is especially evident in cities like San Francisco where the cost of real estate is at a premium and where political, economic and social changes have made it vulnerable to an inescapable wave of real estate and development investors, housing shortages and increases in tourism and gentrification (Bandarin 2012, 14). Not unlike the "Modern Movement" of the twentieth century, redevelopment and urban renewal in the twenty-first century has again taken center stage. By employing terms like "blight", "slum clearance" and "demolition by neglect" as justification for destroying neighborhoods containing historic buildings in declining cities across the country, the value and preservation of our cultural heritage is disregarded. Furthermore, this trend erases the historical necessity to create statutes such as the National Historic Preservation Act of 1966 enacted to protect the historic built environment.

As the assault on our cultural heritage continues, United States citizens who have been able to afford a property of their own are realizing that their constitutional rights under the Fifth Amendment are not applicable to the destruction, alteration or removal of their privately owned properties. The ambiguous definition of the "public use" clause that resides within the Fifth Amendment is currently being contorted to appease the economic ambitions of corporations. These circumstances reshape the landscape of San Francisco, warrant an objective look into civil liberties and imparts a responsibility to preserve history for future generations.

This case study will examine the intersection of historic preservation and private property ownership as influenced through redevelopment by asking what are the economic impacts of historic preservation and private property ownership in the city and county of San Francisco? To answer this question, research has been conducted to gain a working knowledge of the historical foundations associated with historic preservation, private property rights and redevelopment. This has also required an in-depth understanding of federal, state and local government authorities to sufficiently evaluate the historical succession of programs, land-use ordinances and zoning regulations and how they have shaped the economic impact associated with historic building preservation and private property ownership today. Furthermore, it is also necessary to gain a more comprehensive understanding of contemporary redevelopment projects. By analyzing historic and current redevelopment trends in San Francisco, research methods and data analysis outcomes can be employed to expand and address economic impacts.

I. Historic Preservation in the United States

Urban landscapes are always in a state of transformation. Changes, specifically evident in the built landscape, represent a prosperous and modern culture. Once pillars of urban communities, over time, historical buildings lose their purpose. Despite their lack of function, they remain important to the social consciousness of those who have come before and those who remain and convey a long history of urban planning before it became a formal urban process.

The first half of the twentieth century brought about changes specifically surrounding the importance of preserving a city's historic built environment across the United States. The "Modern Movement", a worldwide early practice of urban planning or "urban renewal", made popular by architects and informal planners such as Le Corbusier's Plan Voisin during this time, was strictly concerned with the function of cities (Bandarin 2012, 42). This thought process, primarily a response to housing requirements that posed unhealthy living conditions together with the need for infrastructure that supported transportation and public space, detracted attention away from the aesthetics or conservation of the cultural history of a city (Bandarin 2012, 31). The result was a pragmatic mindset that instigated the decimation of existing built landscapes to construct more modern buildings without thought to aesthetics or cultural history (Bandarin 2012, 31).

Consideration toward cultural history in urban planning shifted in the United States during the mid-twentieth century. Society's opinion that the "Modern Movement" failed to integrate old buildings with the new, together with a new post WWII consciousness of social and cultural values, brought about the desire to preserve built environments viewed as culturally significant (Bandarin 2012, 51). Urban inhabitants began to realize the importance of maintaining a city's past through preservation (Tyler 2000). Nationwide, grassroots efforts urged cities to establish preservation policies and laws surrounding historic districts (including historic buildings) that resulted in a "Preservation Movement" (Tyler 2000, SF Planning 2019, Koman 2001). As this new movement gained momentum, the federal government intervened and, after studying the concerns cities had about preservation, the National Preservation Act in 1966 was enacted, detailing comprehensive procedures for federal, state and local governments to control, classify and protect historic structures. For the first time in U.S. history, an official list of historic places that included buildings and districts was compiled to form the National Register of Historic Places (NRHP) (Koman 2001, U.S. Conference 1966).

A half century later, the management and historic designation (a special legal status of formal protection) are still achieved by the three levels of government policy. First, (mentioned above), there is the federal National Register of Historic Places consisting of buildings, districts, structures/objects, and sites that are esteemed throughout U.S. history either culturally, archeologically, or through architecture and engineering (Spur 2018,18). To qualify for the NRHP the cultural resource must usually be over the age of fifty (Robins 1995, 96). Although definitive protections relating to the preservation of buildings don't exist, according to the National Historic Preservation Act, any alterations that utilize federal funds or that require federal permits, are required to undergo a review by federal agencies (SPUR 2013, 18).

Next, the California Register of Historical Resources (CRHR) administers both the federal historical mandates as well as those designated cultural resources at the state level (SPUR 2013, 18). Any federal designation of an individual cultural resource automatically qualifies for inclusion into the CRHR (Spur 2013, 18).

Lastly, at the municipal level, and the focus of this paper, the city and county of San Francisco, which not only designates historic cultural resources within its boundaries, but is also responsible for enforcing the local land-use and zoning ordinance policies of historic buildings. The most important of these policies corresponding to historic buildings is Article 10 of the San Francisco Planning Code (SFPA10). It specifies that any alterations, demolition or new construction relating to a historic building must be reviewed and then approved by San Francisco's Planning Department (SPUR 2013, 18). Design and land-use ordinance guidelines, which includes zoning, are set forth by the San Francisco Historic Preservation Commission (SFHPC) and vary according to specific districts within the city. Article 11 of the San Francisco Planning Code (SFPA11) was specifically created to preserve, protect and provide design guidelines relating to historic cultural resources within San Francisco's Downtown Core. Although regulated under a different Article of the Planning Code, the districts are subject to the same alteration, demolition and new construction land-use ordinances outlined in Article 10 (SPUR 2013, 18).

In addition to the conditions set forth by the above three government entities, a cultural resource exposed to any alterations, demolition or new construction is also subject to the California Environmental Quality Act (CEQA) and must undergo an environmental impact review (SPUR 2013, 6, 18). With 75% of all San Francisco buildings qualifying for one or more of the three government historic preservation designations, the owners of these properties are at the mercy of land-use ordinances and zoning regulations that they have no control over (SPUR 2013, 29).

II. History of Private Property Rights in the United States

As the United States reflected on the importance of its social and cultural values through its historic built environments, a shift also began to occur in private property rights. Established on the premise that those who own property also hold power, private property owners of historic buildings have found themselves in situations where ordinances and regulations developed and enforced by the three levels of government have challenged the foundation of these rights of ownership. Written into the Fifth Amendment of the United States Constitution that, "No person shall be…deprived of life, liberty or property without due process of law; nor shall private property be taken for public use, without just compensation", this ambiguous declaration has allowed for different interpretations of the meaning of "public use" and "just compensation" (Aguirre 2006, 101).

In their wisdom, the Framers of the Constitution had foreseen that their intention to protect one's private property from being taken by another individual was a way to protect landowners from a government who might otherwise seize property to benefit political and economic interests (Cramer 2004, 410). Historically, throughout the United States, private property owners benefited from the creation of laws and regulations enacted and enforced for the "good" of private property owners who were protected by courts and through common laws concerning trespassing and nuisances (Platt 2004, 77). At that time, citizens gave little thought to the importance of the private-use assertion as the "public use" clause was seldom used by government for the purpose of "eminent domain" . An exception to this was when land was needed for the public to gain access to transportation needs like bridges, roadways, freeways and tracks or to build civic buildings such as schools or libraries (Cramer 2014, 411). Eminent Domain cases that benefited the general public were seen as a necessity and something that would enhance "public" wellbeing, though that eventually changed.

As cities grew and property in urban landscapes became more valuable, judiciary proceeding began to transmute the meaning of the "public use" clause. Instead of public use presented as an "…activity that benefits the public" and that solely corresponds to the "…physical occupation of land", rationalizations began to surface that allowed for the definition of public use to morph into a synonym for "economic stability" (Cramer 2014, 412 and Aguirre 2006, 105). Courts ultimately dispensed determinations regarding the specific interpretation of "public use" versus private property "takings" and eminent domain to the federal, state and local legislative authorities who were primarily concerned with their tax base (Chapman 1997, 11). Courts also allowed the same authorities to decide if compensation would be provided to private property owners who found themselves suddenly living in a designated historic district or historic building which obligated them to follow new regulations over and above the general land-use and zoning ordinances (Chapman 1997, 6). Regulations such as restrictions on alterations to buildings, the type of windows that could be installed or the color that private property owners could paint their buildings often devalued the property because new ownership did not want the added limitations and associated costs (Chapman 1997, 1).

III. Contemporary Private Property Rights in the United States

The three tiers of government's enforcement of land-use ordinances and zoning regulations through "policing powers" require private property owners to acquiesce to historic building preservation. This often is accomplished through redevelopment or when a designation is issued for a district. When a private property owner's building exists within an area slated for redevelopment, they become subject to stringent building maintenance and rehabilitation requirements that, if they are not in compliance with, can be confiscated via "policing powers". Through redevelopment, private property owners frequently must enter into contractual agreements involving public-private partnerships where municipalities have engaged developers with a large amount of capital to help financially with large redevelopment projects (Valverde 2012, 13). A good example of this is the 2007 "Rincon Point South Beach Redevelopment Plan", that states in Part III, Section D, "Acquisition of Real Property", that:

> "D. Acquisition of Real Property
> Any real property located with the Project Area may be acquired by the Agency by purchase, gift, devise, exchange, condemnation, lease, or any other lawful method, including utilization of the power of eminent domain, if one or more of the following conditions are met:
> 1. The building is substandard to a degree requiring clearance as demonstrated by a structural inspection of the property.
> 2. The property must be acquired in order to eliminate an environmental deficiency, including but not limited to: incompatible land uses, small and irregular lot subdivision, or overcrowding of the land.
> 3. The property must be acquired in order to eliminate impediments to land development through assembly of land into parcels of reasonable size and shape, served by an improved street system and public utilities.
> 4. The building must be removed in order to effect a change in land use as provided in the Plan.
> 5. Without the consent of an owner, the Agency shall not acquire any real property on which an existing building is to be continued on its present site and in its present form and use unless such building requires structural alteration, improvement , modernization or rehabilitation , or the site or lot on which the building is situated requires modification in size, shape or use or it is necessary to impose upon such property any of the standards, restrictions and controls of the Plan and the owner fails or refuses to agree participate in the Redevelopment Plan.
> 6. The Agency shall not acquire real property to be retained by an owner pursuant to an Owner Participation Agreement unless said owner fails to enter into or perform under that agreement."

In order to eliminate the conditions requiring redevelopment and in order to execute the Plan, it is in the public interest and is necessary for the power of eminent domain to be employed by the Agency, to acquire real property in the Project Area which cannot be acquired by gift, devise, exchange, purchase or any other lawful method pursuant to the authorization of this Redevelopment Plan.

The Agency is authorized to acquire structures without acquiring the land upon which those structures are located. The Agency is also authorized to acquire any other interest in real property less than full fee title.

E. Acquisition of Personal Property

Generally personal property shall not be acquired. However, where necessary in the execution of this Plan, the Agency is authorized to acquire personal property in the Project Area by any lawful means except eminent domain." (SFRA, 2007, 14-15)

Since many of these partnerships now include international developers, the international private contract law used in these partnership agreements means that rules these developers must abide by are not the same as those used with local or national developers nor through municipal public law (Valverde 2012, 14). Due to this, international partnerships are less likely to be held accountable for shoddy work or the consequences that could arise from having problems after redevelopment (Valverde 2012, 14). The confidentiality clauses in these contracts also don't require that the public be included in all changes or transparency regarding purchases of land or, as later discussed, eminent domain proceedings (Valverde 2012, 14).

Private property owners are encouraged to acquiesce to these regulations in exchange for incentives that promote redevelopment identified as being for the "good" of the general public (Chapman 1997). These same policing powers of authority have allowed the jurisdiction of public use to include situations where public safety may be a concern dubbing them blight or slum control in order to justify a "taking", (eminent domain) or to claim "demolition by neglect" (Cramer 2014, 413). The perception that the act of owning one's property assumes autonomy and therefore the ability to ascertain individual freedom or, "…the opportunity to determine one's own life" is diminished when one's private property is dictated as being necessary for the "good" of the general public (Blomley 2005, 620).

As a result, several court cases have attempted to not only overturn the public use clause surrounding the enforcement of eminent domain, but also to challenge the policing power of land-use concerning historic building preservation. One of the most renowned Supreme Court cases in history regarding both eminent domain, private property rights and historic preservation is that of Kelo v. New London (Kelo 2019). In an effort to rejuvenate the city of New London, Connecticut, by adding more jobs and to increase its tax base, the city relinquished its eminent domain authority to a private developer, New London Development Corporation, who sought to demolish among other buildings, an 1895 historic house owned by Susette Kelo (Lingle 2013, 8). Susette fought the demolition of her house and took the case all the way to the U.S. Supreme Court where it ruled that economic development fell under the public use clause of the Fifth Amendment (Lingle 2013, 8). It was the first time in history that a U.S. Supreme Court case upheld the use of eminent domain in a transfer from one private entity to another for economic gain. This case became the precedence for all cases involving redevelopment, historical buildings and districts, and private property rights (Lingle 2013, 3).

The Kelo v. New London case generated a revolt throughout the country condemning eminent domain exploitation (Lingle 2013, 2). Consequently, states began to put in place laws to protect private property owners from eminent domain. In response the U.S. Federal Government enacted The Private Property Rights Protection Act of 2017 (U.S. Congress 2017). California also passed statutes such as Proposition 90 in November 2006 and Propositions 98 and 99 in November 2008 limiting government power to engage in eminent domain (State of California 2006, 2008). However, when enacted, loopholes in which eminent domain could still take place became evident.

Another legal case that has challenged the rights of historic building private property owners are those limiting the use of their property such as The Penn Central Transportation Co. v. New York City in 1978. Designated a historic landmark by New York's Preservation Landmark Law of 1965, the owner of the Grand Central Terminal, Penn Central Transportation Co. (PCTC), sought to participate in the right granted to designated historic landmark building owners that allowed them to employ Transfer Development Rights (U.S. Reports 1978,104). Not content with being designated as a landmark, PCTC entered into an agreement with developer, UPG Properties, to construct a multi-story office building over and above the existing Grand Central Terminal (U.S. Reports 1978, 104). When the New York City Landmark Commission rejected the construction of the building, PCTC attempted to sue the commission claiming that to deny the construction of the building qualified as a "taking" and that it also prevented them from evoking their Fifth Amendment constitutional rights (U.S. Reports 1978, 104). Ultimately, PCTC lost their case as the New York Court of Appeals determined that restricting the alteration of a historically protected building did not constitute a "taking" and therefore, the PCTC was not allowed to build over the existing terminal (U.S. Reports 1978, 105).

IV. Redevelopment in the City and County of San Francisco

Urban redevelopment goes by many names such as "urban renewal" and "new urbanism" and include historic buildings and private property rights. Through this action the San Francisco Redevelopment Agency (SFRA) and their successor, the Office of Community Investment and Infrastructure (SFOCII) has transformed and remolded neighborhoods throughout San Francisco. A number of these neighborhoods, such as the Fillmore District in the Western Addition, are infamous for the decimation of community, the destruction of historic buildings and the displacement of its inhabitants at the hands of "policing powers" and redevelopment.

Local government agencies have sought to profit economically by promoting and endorsing the insertion of private commercial development to transform San Francisco neighborhoods. By rationalizing the destruction of neighborhoods as a way to rectify existing conditions of blight and/or neglect in an established neighborhood, the local government has placed an economic wedge between the citizens and private property owners of San Francisco and its government (Aguirre 2006, 111). This wedge disables citizens and private property owners without the capital of a private developer from both legally disputing eminent domain and competing for the purchase of property that results in a disproportionate amount of private developers owning property in San Francisco that do not have the same investment in the neighborhoods that citizens or private property owners do (Aguirre 2006, 111). Supreme Court Justice, Sandra Day O'Connor, in response to the Kelo case and on the future of eminent domain cases cautioned that, "The specter of condemnation hangs over all property. Nothing is to prevent the state from replacing any Motel 6 with a Ritz-Carlton, any home with a shopping mall, or any farm with a factory" (Saunders 2016).

There exists a plethora of property tax incentive programs that promote public-private partnerships to renew urban areas where historic cultural resources, including the rehabilitation of historic buildings, have become a contemporary way to advocate for the revitalization of neighborhoods while also producing economic opportunities that increase the city's tax base. The Federal Historic Preservation Tax Incentive (FHPTI) was enacted in the 1970s as a response to rehabilitate outdated commercial and industrial buildings, to prevent unfair favored demolition contract agreements and to battle blight in declining neighborhoods throughout cities (Ryberg 2017, 1675). The FHPTI offers up to a 20% tax reduction to private stakeholders who partner with city governments to invest in the restoration of historic, "income producing" buildings that are designated as "certified historic structures" (U.S. Department of Interior and Ryberg 2017, 1675). Although the FHPTI cannot be applied to public buildings, it does renovate historic buildings and turn them into housing which is especially beneficial to cities like San Francisco that are in desperate need of housing (Ryberg 2017, 1675). Since 1976, the FHPTI has assisted in the rehabilitation of historic preservation totaling over 73 billion dollars to protect and restore some 44,341 properties (as of 2015) (U.S. Department of Interior, Ryberg 2017, 1675). In addition, a federal tax deduction can also be taken through Historic Preservation Easements . This occurs when a historic property owner donates a portion of their property and in return (other than tax deductions) restrictions involving changes or development within the easements are indefinitely protected (U.S. Department of Interior).

California's version of a property tax incentive is called the Mills Act. It is a program that offers a reduction in California state property taxes in order to capitalize on the revitalization of commercial districts (California State Parks n.d.). Enacted in 1972, its function is to help local municipalities to assist the owners of "qualified" historical properties to refurbish and maintain them (California State Parks n.d.). In addition to tax incentives, California was awarded the Community Development Block Grants through the federal "Preserve America Act" (U.S. Department (HUD) n.d.). The initiative provides grants to low income and blighted city neighborhoods to promote and generate new economic opportunities (Advisory Council n.d., U.S. Department (HUD) n.d.). The goal is to create tourism that focuses on education involving historic properties through cultural experiences, called "Heritage Tourism" (U.S. Department (HUD) n.d.). The City of San Francisco, in 2007, awarded this grant to the "Tenderloin Housing Clinic" to help manage properties in the Uptown Tenderloin District (a district that is infamous for its crime, homelessness and drug users) and to encourage Heritage Tourism (Advisory n.d.). Heritage Tourism is a big business and in 2013 San Francisco reported businesses as having earned over $9.38 billion from 16.9 million visitors who ranked "historic sites and attractions" at the top of their lists to see in the city (California, 16).

V. Literature Review

Considerable historical and contemporary research has been accomplished that discusses private property rights including information about land-use ordinances, zoning regulations and the challenges they pose to property owners. Similarly, a substantial amount of research has transpired that reviews historic preservation. For example, how historic preservation came to fruition in the United States, how it emphasizes preserved cultural resources, how some of these have been demolished, and how tourists from across the world spend money in cities that highlight historic cultural heritage. However, having explored and written about historic building preservation in the past and having investigated private property rights, I have found insufficient literature that discusses redevelopment and how it influences the economic impact of both designated historic buildings and private property ownership creating challenges within existing communities and the people who live in them.

Previous research methods conducted regarding the preservation of historic buildings and districts provide an overview of historic preservation efforts but barely touch on the economic impact redevelopment imposes on to private property ownership and/or historic buildings including those buildings located within these historic districts. On the other hand, previous research findings can be employed to provide an overall representation of historic building preservation, private property ownership and redevelopment that aids in the comprehension of different aspects, challenges or advantages that have previously occurred surrounding economic impacts while also introducing solutions that institute best practices that may rectify economic wrongs of the past and protect those of the future.

A case study by Grevstad-Nordbrock and Vojnovic (2018) analyzing the relationship between gentrification and historic preservation in Lincoln Park neighborhood located in Chicago, Illinois, states that existing laws and programs (The National Register of Historic Places) regarding historic preservation are obsolete and do not consider current urban challenges. This they say, is especially accurate in real estate rich cities where urban renewal and gentrification, "The process of renewal and building accompanying the influx of middle-class or affluent people into deteriorating areas that often displaces earlier usually poorer residents" are prevalent (Howell 2008, 555). Their study concluded that privately owned historic properties where subsidies are obtained in the form of tax incentives and grants to encourage the renovation and repurposing of older buildings in city cores produce gentrification (Nordbrock-Grevstad 2018, Minner 2016). Furthermore, they found that the infusion of capital into disinvested neighborhoods makes them economically attractive to investors, invokes job creation and increases property values all of which add to the displacement of existing low-income residents (Nordbrock-Grevstad 2018, Howell 2008).

Likewise, Howell (2008) expresses that although preservation can generate positive effects in a previously deteriorating neighborhood by providing an improved and healthier environment, it can also have negative connotations such as higher property taxes and a shortage of affordable housing. Howell's outlook regarding gentrification is that empirical evidence does not exist to support that it alone is responsible for the displacement of low-income residents. In agreement with Grevstad-Nordbrock and Vojnovic, Howell expresses that tax incentives and existing laws (ordinances) and programs add to the current challenges to preservation and gentrification and that laws such as exclusionary zoning laws inhibits the construction of affordable housing further adding to affordable housing shortages (Howell 2008, Minner 2016). Both Howell and Nasser (2003) explain how instead of preservation incentives and ordinances being instituted to include public education, historical value and the "promotion of local history", it is more concerned with economic gains where history is regarded as a product that include increasing tourism and enhancing property values that benefit private developers (Howell 2008, 550, Minner 2016, Nasser 2003). According to Howell, in 2005, over 1100 federal tax credits were approved that benefited large private developers that have primary access to these incentives (Howell 2008, 552). Furthermore, The Department of Interior, Howell contends, in 1977 alone, reported that 30,000 preservation projects accounted for more than 36 billion in private investments through historic buildings (Howell 2008, 552).

Along the same lines as the two previous author's literature regarding ordinances, Minner expands on her research to include the way preservation authorities and local planning manage historic preservation. She asserts that since the formal institution of historic preservation commenced the field has changed, and therefore the way it is managed needs to be re-evaluated. Due to the lack of updated strategies in both fields regarding urban renewal, she believes a disconnect has formed within those relationships. Neither fields take into account long term effects or goals of preservation, yet both are susceptible to current and future economic and real estate market conditions. A current practice Minner acknowledges as being beneficial that both fields have undertaken in order to modernize and to gain a better understanding of planning around historic preservation is conducting historical surveys. The surveys include and encourage public participation while conveying valuable insight to incorporate into the planning process (SPUR 2013). By combining cultural connections through the public, Minner concludes that these efforts may help bridge the gap in future between the two fields while modernizing ordinances that reflect current urban challenges (SPUR 2013).

The report entitled, "Historic Preservation in San Francisco: Making the Preservation Process Work for Everybody", provides a comprehensible overview of how the City of San Francisco oversees historic preservation. This includes how tax and code (ordinances) incentives aid in the rehabilitation and maintenance of buildings identified as "locally designated" and/or are listed on the National Historic Register (SPUR 2013, 16). The Mills Act Program (California State Parks) and the Rehabilitation Tax Credits can sometimes be used together but because the Mills Act Programs is difficult to qualify for, it is underused. However, if it is approved it could reduce property taxes by up to more than 50% and application fees are charged at a reduced rate (SPUR 2013, 16). Federal tax credits can be allocated anywhere between 10%-20% and can only be used for commercial buildings that produce income (SPUR 2013,16). It appears that neither are enticements to rehabilitate historic buildings that could ease the shortage of affordable housing.

Code incentives in this report are issued by California (California Historical Building Code (CHBC)) and/or the city of San Francisco (Transfer of Development Rights (TDR)) and allow more feasibility with respect to cost associated with the rehabilitation of historic buildings. The TDR program allows the transfer of "…unused permitted floor area from a historic building to other development parcels" and "…using the sale of those transferred rights as a source of funds to rehabilitate the historic structure" (SPUR 2013, 17). Although the San Francisco Planning Department refers to its historic preservation goal as a way of "…protecting tangible resources from irreversible alterations or changes", the knowledge of these incentives being a source of revenue to developers seems to contradict alterations and/or changes taking place in gentrified neighborhoods (SPUR 2013, 17).

In Datel's (1985) survey of three United States cities she examines how three specific recommendations of the National Historic Preservation Act have been accomplished. For the purposes of this review the focus will be upon the third recommendation relating to the U.S. economic conditions and tax incentives. Contrary to the previous literature, Datel applauds the outcome of the, "Economic Tax Recovery Act of 1981" where five billion dollars was spent on historical rehabilitation driven by the investment tax incentives by referring to it as an accomplishment (Datel 1985, 126). The difference in the researcher's opinion could be due to the time frame of the studies.

In addition, Datel discusses both the advantages of "downzoning", or the rezoning of areas in order to keep them less dense, and the transferable development rights (Datel 1985,126). Interestingly, the survey includes discussion about "local identity" and the need to acknowledge connection to space through historic preservation (Datel 1985, 133). Another point Datel makes is that the majority of preservation activists within transitioning communities are middle-class. Although her overall tone of the institution of these practices appears to be favorable, she does concede that historic preservation does have the tendency to uproot and displace the very people that are, "rooted by their own experience" (Datel 1985, 134).

The relationship between planning and preservation is revisited in, "Historic Preservation and Planning". Here, Robin (1995) contends that at the heart of conflicts between planning and preservation have to do with the mercurial behavior of preservation, the fixed personality of planning and the long-term goals of both. Where planning Robin states is mainly predictable, historic preservation is always evolving. This is especially important due to the 5.5% of new stock of historic buildings, built post WWII, that are now annually meeting the 50-year indicator making them eligible for landmark designation (Robin 1995, 96). In fact, it is anticipated that by the year 2040 that historic buildings such as those constructed during the Civil War will be in direct competition for historic designation as shopping malls.

VI. Research Design and Methodology

Initially, this research began as searching for a definitive way to link the economic impact of historic buildings and private property ownership to eminent domain cases. This would have revealed the loss of monies to private property owners who own historic buildings. However, I quickly learned that information involving eminent domain is not available to the general public. Bound through sealed verdicts resulting from court cases surrounding code violations and/or through redevelopment with public-private redevelopment projects that are not required to divulge this information, researching by way of eminent domain was unsuccessful. This deficiency caused me to have to look elsewhere for economic impact information and at a point it became clear that this topic is not one easily researched. The lack of information on this topic including an absence of any type of procedural system that tracks data relating to eminent domain, verdicts of code violation disputes or the outcome of tourism on a local level makes acquiring information next to impossible.

Due to this absence of anal-

Redevelopment Project	Address
Rincon Point. South Beach Redevelopment Project	64-66 Townsend Street 211 Brannan Street
Transbay Terminal/Caltrain Downtwon Extension/Redevelopment Project	606-612 Howard Street 156-160 2nd Street
Bay-View Hunters Point Redevelopment Project	4701-4705 3rd Street 1601 Newcomb Street
Tenderloin Neighborhood Development Corporation Strategic Plan *Not an "official" San Francisco Redevelopment Project	403 Taylor Street (Hotel Californian) 351 Turk Street (YMCA Hotel

Table 1. San Francisco Redevelopment Projects.

yses indicating the economic impact of redevelopment on historic buildings and private property ownership, design research and methodology for this study has significantly changed throughout the research process to accommodate for a lack of existing data. To address this disparity and allow an examination of economic impacts, a modification of the research design and methodology became necessary and was achieved by developing evaluation criteria through redevelopment projects having occurred within the City and County of San Francisco.

To begin with, I identified and reviewed redevelopment projects throughout the city and county of San Francisco (Table 1) that have taken place over the last twenty years. This was achieved by accessing the, "Completed Project Areas" located on the San Francisco Planning Department website. To ascertain potential designated historic buildings and/or historic districts within these redevelopment projects I examined the individual plans associated with each of them and established at least one designated historic building (federal, state or local level) within each redevelopment project boundary. In addition, while considering which particular buildings that would be useful for this research, I decided to sample, if available, designated historic buildings within each of the three levels of government. Historic building designations can be located in historic districts but can also occur in neighborhoods without historic district designation. All are located within either a completed San Francisco redevelopment project or within one currently in progress.

After identifying addresses for seven designated historic buildings located within four redevelopment projects, I documented and cataloged pertinent information about each address to compile a Historic Building Case Study (See Appendix C). Table I outlines the seven designated historic buildings, their names (if applicable) and addresses located within their corresponding redevelopment projects.

Though the Tenderloin District is not "technically" undergoing redevelopment, I have included it in my research as the district is undergoing many of the same processes as other areas of redevelopment in San Francisco. A publication in 2016, by PR Newswire, featured upcoming changes in the Tenderloin District where substantial investments are being made by private capital and public-private partnerships with the support of San Francisco's Office of Economic and Workforce Development (OEWD) (Tenderloin (a) 2016, 1). It is important to understand that the OEWD is also responsible for the promotion of Heritage Tourism and plans for "beautification" appear reminiscent of those entities involved in the three redevelopment projects listed in Table I (Tenderloin (a) 2016, 2). By installing public art, cleaning up the neighborhood and providing better security measures such as security cameras, the OEWD's goal is to boost the neighborhood's economy to build a better community for "all" (Tenderloin (a) 2016, 1-2). In building a better community, the OEWD intends to reassess property taxes in the Tenderloin to help pay for these beautification and safety measures, an added expense for private property owners and corporations alike (Tenderloin (a) 2016, 1). Changes currently taking place in the Tenderloin not being referred to as "redevelopment" will not only alter the community but also economically impact property owners. Therefore, I have included it in my research and have utilized information provided in the "Corporate Strategic Plan" generated by the Tenderloin Neighborhood Development Corporation, a non-profit that, "…provides affordable housing and services for low-income people in the Tenderloin and throughout San Francisco" as a redevelopment plan (Tenderloin (a) 2013, 3).

Utilizing information provided by the case studies, I defined an Evaluation Criteria to specifically address the ways designated historic buildings and/or private property ownership influence economics. In the evaluation criteria I look at name of the redevelopment project, name of the historic district, address, parcel number, year built, building type, census tract, historic building name, date and value of land and structure closest to redevelopment project plan date, most recent date and assessed value of land and structure, Government agency that designated the building, date of designation and Designation Identification

Variables	Definition	Level of Measurement
% Change in Value	A	Interval
Type of Ownership	B	Nominal
Change in Household Income	C	Interval
Designation before Redevelopment Plan	E	Nominal
Property violations that resulted in lien	F	Nominal
TDR or Easements Utilized	G	Nominal
Tax Credits	H	Nominal

Table II: Operationalization of Variables

Number, identity of the building owner (corporation or individual, lien on the building, and if tax credits or grants were used.

From the evaluation criteria, I created qualitative and quantitative variables to be operated in an instrument. The instrument, that includes the newly created variables, allows for a comparable analysis of the research criteria and how they influence economic impact. Table II above displays the operationalization of variables used in the analyses.

The responses to the instrument are ranked by either qualitative data such as yes/no/neutral replies in the form of 1,2 and 3 or definite replies also in the form of 1,2 and 3. Quantitative values are measured by the 25% discussed in Description of Variables, "A" and also employ the 1,2 and 3 response.

Description of Variables

A. Percent Change in Value Before and After Designation

The "Percent Change in Value of Land and Structure over Time" in Table III, reflects values of both the land and structures of the designated historic buildings collected by the San Francisco Planning Department through the "Property Information Map", and the "Secured Property Tax Rolls", of the San Francisco Assessor-Recorder Office. Values were taken from the earliest and latest fiscal year available that were closest to the date of historic designation.

To operationalize this variable, home value appreciation for the year 2013 and 2014 of 20% were used at the Housing of Urban Development (HUD) to account for basis of 20% percent of change over time . In addition, a 5% increase was added for inflation due to lack of census data after 2010 to account for inflation. Using a home value basis was easier to obtain then commercial buildings where valuations of appreciation are based on different variables. Again, all values include both land and structure values combined.

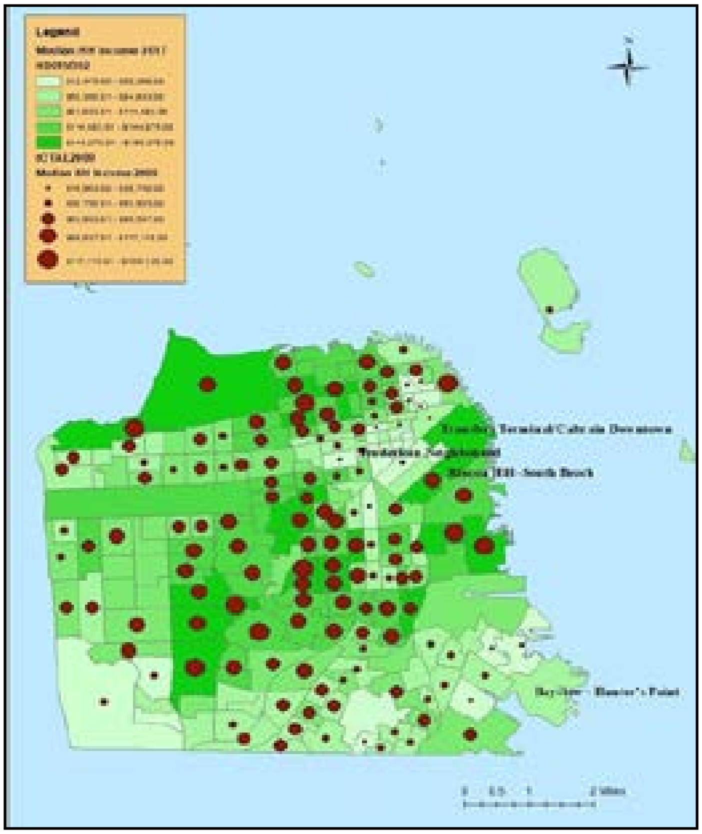
1 = percent change of over 25%
2 = percent change under 24%
3 = No data

B. Owned by Individual or Corporation

Used to verify the entity engaging in the rehabilitation of the redevelopment areas that had or are currently taking place. For the purpose of this research a, "Private Property Ownership" means proprietorship of a commodity in which an individual holds exclusive

Address	Date	Land Value	Structure Value	Total	% Change
72 Townsend	2011/2012	$920,887	$289,422	$1,210,309	
	2017/2018	$794,810	$529,874	$1,324,684	9.45%
128 King Street	2007/2008	$1,094,080	$2,734,723	$3,828,803	
	2017/2018	$1,263,012	$3,156,987	$4,419,999	15.44%
156 Second Street	2007/2008	$1,285,823	$2,914,543	$4,200,366	
	2017/2018	$9,549,365	$4,737,546	$14,286,911	240.13%
606-612 Howard St	2007/2008	$1,787,719	$6,533,398	$8,341,117	
	2017/2018	$2,063,756	$7,565,299	$9,629,055	15.44%
403 Taylor Street	2007/2008	$7,296,282	$17,436,237	$24,732,519	
	2017/2018	$38,405,080	$25,603,387	$64,008,467	158.80%
351 Turk Street	2007/2008	$626,860	$4,262,655	$4,889,525	
	2017/2018	$723,648	$4,920,860	$5,644,508	15.44%
4701 3rd Street	No Information Provided				

Table III: Percent Change in Value of Land and Structure Over Time
Source: U.S. Census Bureau, 2005-2009 ACS 5-year estimates and 2013-2017 ACS 5-Year Estimates.



Map 1: Median Household Income in the Past 12 months by Tenure. Source: U.S. Census Bureau, 2005-2009 ACS 5-year estimates and 2013-2017 ACS 5-Year Estimates.

rights (Law n.d.). Additionally, I defined a, "Corporation", according to the Merriam-Webster Dictionary which is, "a group of merchants or traders united in a trade guild". For those uses discussed throughout this paper, the trade is real estate investment.

1= Individual or Trust
2 = Corporation (including LLC)
3 = Owned by City and County of San Francisco

C. Change in Household Income by Census Tract

Median Household Income from the past 12 months (Inflation-Adjusted Dollars) by Tenure Household (B25119) from the U.S. Census Bureau was used to analyze census tracts for the years 2009 and 2017 (earliest and latest available) see Table IV. It is important to note that between 2009 and 2017 the census tract changed at least one time. Because census tracts from 2009 do not necessarily coincide with those of 2017, I had to compare the geographic locations listed on Map 1 to determine an estimate of increases or decreases. Although not completely accurate, this method did provide a general overview of the neighborhood and how values relate to economic impacts. To simplify the values, I continued with the 25% basis from Description A.

Map 1 in graduated colors, indicates the 2017 levels of Household income with the lightest color signifying the lowest household income and the darkest signifying the highest household income. Household income for 2009 is shown as dots with the largest dot

Median Household Income 2017	Median Household Income 2019	Change in Median Household Income	% Change
$59,360	$38,750	$20,610	53.19%
$84,833	$63,933	$20,900	32.69%
$114,583	$86,547	$28,036	32.39%
$144,875	$117,115	$27,760	23.70%

Table IV: Median Household Income in the Past 12 months by Tenure. Source: U.S. Census Bureau, 2005-2009 ACS 5-year estimates and 2013-2017 ACS 5-Year Estimates.

representing the highest household income and the smallest dot representing the lowest household income. It is important to point out that data from 2009 thru 2017 through the U.S. Census Bureau were the only available dates to measure income tenure totals. This is possibly because the Bureau is in the process of redirecting earlier data to prepare for the upcoming 2020 Census.

1 = 25% or more increase in household income
2 = 24% or less decline in household income
3 = No data

D. Designation of Historic Building prior to Redevelopment?

This inquiry is useful to understand if the building becomes more valuable after redevelopment.

1 = Yes
2 = No
3 = Unknown

E. Building Designated as a Historic Building before Redevelopment Plan?

Reveals if the building appreciated in value after redevelopment. Provides an understanding of the values and the before and after relationship of rehabilitation.

1 = Yes
2 = No
3 = Unknown

F. Property Violations resulting in a Lien to the Property?

Violations to historic buildings that could be more evident due to their age. Also, confirms that private property owners have been economically impacted in order to resolve these issues.

1 = Yes
2 = No
3 = Unknown

G. Transfer of Development Rights (TDR) or Easements utilized?

Reveals if Private Property Owners and/or Corporations may have benefited economically when using these types of S. F. Planning or government incentives.

1 = Yes
2 = No
3 = Unknown

H. Tax Credits used to rehabilitate designated historic building?

Applies to Mill Act tax credit and the Mayor's Neighborhood Initiative only as federal tax credits involving historic rehabilitation or preservation are not made available to the public.

1 = Yes
2 = No
3 = Unknown

VII. Research Findings

Building Survey #1		
Name of Redevelopment Project: Rincon Point, South Beach Redevelopment Project		
Name of Historic District: South End Historic District		
Address: 64-66 Townsend Street (2 Parcels)	Parcel #: 3789/973 & 3789/974	
Year Built: 1904	Building type: Commercial	Census Tract: 061500

Building Name	Hooper's South End Grain Warehouse		
Date and value of land and structure closest to redevelopment project plan date	Plan Date	Land	Building
	2007	$828,652	$260,433
		$920,887	$289,422
Most recent date and assessed value of land and structure	Assessment Date	Land	Building
	2017/2018	$715,991	$477,327
		$794,810	$529,874
Designating agency, Date of designation, and Designation Idenitification Number	Designating Entity	Date	ID#
	CHD	2008	00815
Building owner: Corporation or Individual?	Corporation, Cashcall Inc. and Mers Inc.		
Lien(s) on building?	Lien	Safety related?	Lien release date
	Yes	No	06/2018
Transfer or Development Rights (TDR)/Easements used?	Status	Date	
	Yes	05/2014	
Tax Credit or Grant used? If so, type.	No		

Building Survey #2		
Name of Redevelopment Project: Rincon Point, South Beach Redevelopment Project		
Name of Historic District: South End Historic District		
Address: 128 King Street	Parcel #: 3794/023	
Year Built: 1913	Building type: Commercial	Census Tract: 060700

Building Name			
Date and value of land and structure closest to redevelopment project plan date	Plan Date	Land	Building
	2007	$1,094,080	$2,734,723
Most recent date and assessed value of land and structure	Assessment Date	Land	Building
	2017/2018	$1,263,012	$3,156,987
Designating agency, Date of designation, and Designation Idenitification Number	Designating Entity	Date	ID#
	SFPA10	2002	229
	NHRD	2008	008031
Building owner: Corporation or Individual?	Corporation, Bam Properties LP		
Lien(s) on building?	Lien	Safety related?	Lien release date
	No		
Transfer or Development Rights (TDR)/Easements used?	Status	Date	
	No		
Tax Credit or Grant used? If so, type.	No		

Building Survey #3			
Name of Redevelopment Project: Transbay Terminal/Caltrain Downtown Extension Redevelopment Project			
Name of Historic District: 2nd & Howard Streets Historic District			
Address: 156 2nd Street	Parcel #: 3722/005		
Year Built: 1908	Building type: Commercial		Census Tract: 061500

Building Name	Byron Jackson Building		
Date and value of land and structure closest to redevelopment project plan date	Plan Date	Land	Building
	2016	$1,285,823	$2,914543
Most recent date and assessed value of land and structure	Assessment Date	Land	Building
	2017/2018	$9,549,365	$4,737,546
Designating agency, Date of designation, and Designation Idenitification Number	Designating Entity	Date	ID#
	NHRD	1999	99000894
Building owner: Corporation or Individual?	Corporation, 144/156 Second St. LP		
Lien(s) on building?	Lien	Safety related?	Lien release date
	Yes	Yes	03/2014
Transfer or Development Rights (TDR)/Easements used?	Status	Date	
	Yes	11/2014	
Tax Credit or Grant used? If so, type.	No		

Building Survey #4			
Name of Redevelopment Project: Transbay Terminal/Caltrain Downtown Extension Redevelopment Project			
Name of Historic District: 2nd & Howard Streets Historic District			
Address: 606-612 Howard Street	Parcel #: 3722/020		
Year Built: 1908	Building type: Commercial		Census Tract: 061500

Building Name			
Date and value of land and structure closest to redevelopment project plan date	Plan Date	Land	Building
	2007/2008	$1,787,719	$6,553,398
Most recent date and assessed value of land and structure	Assessment Date	Land	Building
	2017/2018	$2,063,756	$7,565,299
Designating agency, Date of designation, and Designation Idenitification Number	Designating Entity	Date	ID#
	NHRD	1999	99000894
Building owner: Corporation or Individual?	Corporation, Millennium Play LLC		
Lien(s) on building?	Lien	Safety related?	Lien release date
	Yes	Yes, mechanic	08/2017
Transfer or Development Rights (TDR)/Easements used?	Status	Date	
	Yes	05/2014	
Tax Credit or Grant used? If so, type.	No		

Building Survey #5		
Name of Redevelopment Project: The Bayview Hunters Point Redevelopment Project		
Name of Historic District: Not located in a designated Historic district		
Address: 4701-4705 3rd Street and Newcomb Street	Parcel #: 5311/036	
Year Built: 1900	Building type: Commercial	Census Tract: 061200

Building Name			
Date and value of land and structure closest to redevelopment project plan date	Plan Date	Land	Building
	2010	Unknown	Unknown
Most recent date and assessed value of land and structure	Assessment Date	Land	Building
	Unknown		
Designating agency, Date of designation, and Designation Idenitification Number	Designating Entity	Date	ID#
	NHRD	2011	11000117
Building owner: Corporation or Individual?	Unknown		
Lien(s) on building?	Lien	Safety related?	Lien release date
	No		
Transfer or Development Rights (TDR)/Easements used?	Status	Date	
	Yes	04/2011	
Tax Credit or Grant used? If so, type.	Yes, Mayor's Invest in Neighborhood Initiative		

Building Survey #6		
Name of Redevelopment Project: Tenderloin Neighborhoos Development Corporation Strategic Plan		
Name of Historic District: Uptown Tenderloin Historic District		
Address: 403 Taylor Street	Parcel #: 3717/003	
Year Built: 1924	Building type: Hotel	Census Tract: 012302

Building Name	Hotel Californian		
Date and value of land and structure closest to redevelopment project plan date	Plan Date	Land	Building
	2013	$7,296,282	$17,436,237
Most recent date and assessed value of land and structure	Assessment Date	Land	Building
	2017/2018	$38,405,080	$25,603,387
Designating agency, Date of designation, and Designation Idenitification Number	Designating Entity	Date	ID#
	NHRD	1998	98001195
Building owner: Corporation or Individual?	Corporation, Serenity Now LP		
Lien(s) on building?	Lien	Safety related?	Lien release date
	Yes	Yes	Multiple
Transfer or Development Rights (TDR)/Easements used?	Status	Date	
	No		
Tax Credit or Grant used? If so, type.	No		

Building Survey #7		
Name of Redevelopment Project: Tenderloin Neighborhoos Development Corporation Strategic Plan		
Name of Historic District: Uptown Tenderloin Historic District		
Address: 351 Turk Street	Parcel #: 3745/018	
Year Built: 1928	Building type: Hotel	Census Tract: 012401

Building Name	YMCA Hotel		
Date and value of land and structure closest to redevelopment project plan date	Plan Date	Land	Building
	2013	$626,860	$4,262,665
Most recent date and assessed value of land and structure	Assessment Date	Land	Building
	2017/2018	$723,648	$4,920,860
Designating agency, Date of designation, and Designation Idenitification Number	Designating Entity	Date	ID#
	NHRD	1986	86000148
Building owner: Corporation or Individual?	Individual, Gaehwiler 2000 Trust		
Lien(s) on building?	Lien	Safety related?	Lien release date
	Yes	No	10/1995
Transfer or Development Rights (TDR)/Easements used?	Status	Date	
	Easement	11/1994	
Tax Credit or Grant used? If so, type.	No		

Evaluation Ranking Instrument

Address	1. Percent Change in Value	2. Owner Type	3. Change in Household Income	4. Designation Before Redevelopment Plan	5. Violations resulting in lien	6. TDR or Easements	7. Tax & Grants
64-66 Townsend St	2	2	2	2	1	1	2
128 King Street	2	2	2	1	1	1	2
156 2nd Street	1	2	2	1	1	1	2
606-612 Howard St	2	2	2	1	1	1	2
4701-4705 3rd Street	3	3	1	1	3	1	1
403 Taylor St.	1	2	1	1	1	2	2
351 Turk Street	2	1	1	1	1	1	2

By utilizing the Building Surveys and the data provided by the responses to the instrument, I was able to better understand the relationship between the variables and how they influence historic buildings and private property ownership.

To begin with, where all property values were provided, both land and structure values increased. This is true with the exception of Building Survey 5 where values were not available and also Building Survey 1. Building Survey 1 was the only building where the land value decreased by the structure value increased significantly. Information on the SF Planning database suggests that a condominium conversion took place during redevelopment requiring changes to land parcels that were subdivided to construct an additional building. However, because designated historic buildings must abide by so many zoning ordinances and land-use restrictions, including those that would severely alter its character, land values reveal a more in-depth study of this property is necessary to fully comprehend Building Survey 1's unique circumstances. Based on the response showing an increase in value to the balance of historic buildings, an assumption can be made that this Building Survey 5 most likely also increased in value. All other increases may be due to rehabilitation of the building, the property being split into different and/or more buildings per parcel and because of the escalating price of buildings and property in the city and county of San Francisco.

Though all historic buildings saw an increase in value with the exception of the two described above, Building Survey 2, 4, and 7 did not meet the 25% basis increase. Curiously, all three increase by the same exact percentage. Overall, private property owners and corporation's economic impact was greatly improved through historic building values.The type of ownership plays an important role in establishing economic impacts as well. As the instrument shows, 5 out of the 7 historic buildings are owned by corporations. It appears that Valverde's assessment of public-private ownerships may be in play here resulting in a greater number of corporately owned historic buildings due to possessing the capital to afford them (Valverde 2012, 13). As Valverde also points out, the capital flowing into historic buildings and otherwise makes it close to impossible for a private property owner to compete when purchasing property (Valverde 2012, 13). Obviously, competition between corporations and private property owners (if it could be called that), results in severe economic impacts. It would be interesting, with further research, to find out when or how these transactions take place.

"Household Income by Tenure" as determined by the U.S. Census for the years 2009 and 2017 conveys that although all household incomes did increase during this time, that the largest percentage of increase occurred in those areas with the lowest household incomes reported in 2009. The increase between 32% and 53% , indicated on Map 1, in both the Upper Tenderloin and Bayview Hunters Point Districts indicate that either different demographics are moving to those neighborhoods that have higher paying occupations or that residents already residing in either of those areas have had pay raises or have changed occupations resulting in higher salaries.

Most all the historic buildings surveyed had been designated prior to their redevelopment projects. Those with designation dates closer to the redevelopment plan dates may suggest that the private property owner at that time thought that in order to keep their house from destruction, they would apply and subsequently be awarded a designation. Or, it may also suggest that some other entity such as a neighbor, or non-profit group applied for the designation. Although for the purposes of this study it is the time frame of designation that is important, the entity who applied for the designation is of no consequence. Due to this, economic impact is not readily shown through historic designations in this study.

Property violations resulting in a lien is of great importance to this study as it exposes that private property owners were required to pay out money for something substantial that the city and county of San Francisco or the State of California deemed important. Building surveys uncovered that 5 out of 7 of the historic buildings have liens placed on their properties. Most liens were due to safety or code violations. Another, Mechanics Liens, or the failure to pay for goods or services as agreed on for materials and/or labor allowing the lien holder to keep possession of the said property until the amount settled on is paid, was (Cornell n.d.). Last, tax liens for those who did not pay or who were late on paying their property taxes were also documented. It is significant to recognize that all of the liens placed upon the building/property were paid and then lien released. Furthermore, this confirms that although I don't know the actual amount of dollars spent to resolve these issues, I do know that they resulted in an economic impact to the property owners.

Another important aspect regarding economic impact are TDRs and Easements . San Francisco's land-use and zoning ordinances allow for those entities who purchase a designated historic building to engage in the use of TDRs. As part of this transaction entities are allowed to transfer their development rights to any of four different zoning districts within the city and county of San Francisco which becomes not only beneficial, but quite lucrative as well (SPUR 2013, 17). In addition, any entity who owns a designated historic building and who donates a portion of their land to a conservation or façade easement is entitled to a substantial property tax reduction. The federal tax deduction alone awarded to those donating the easements are sizable and can be taken in the amount equal to the appraisal of the property (SPUR 2013, 16). Both of these scenarios increase revenue and therefore are economic impacts.

Last but not least, tax and grant incentives can also positively impact economic gain. Through programs such as the California Mills Act tax reduction or the Mayor's Neighborhood Incentive Program those owning designated historic buildings find their building even more profitable. According to California's State Historical Building Code, owners of designated historic buildings who apply for tax reductions are not only provided tax relief through the federal rehabilitation tax credits but also through the Mills Act (SPUR 2013, 15). Furthermore, San Francisco Mayor's Invest in Neighborhood Incentive program provides grants to help owners of designated historic buildings flourish and bring economic stability to those areas of San Francisco that are lacking economic activity (SF Office 2019). To date, 2.4 million dollars have been awarded through 43 grants (SF Office 2019). It is easy to see that even at the local level economic impact, even the positive ones are evident.

VIII. Conclusion

Overall, findings in this research were not conclusive. The lack of data involving economic impacts on private property ownership and designated historic buildings and redevelopment reveal a gap in transparency, public policy and structure. Furthermore, matters such as eminent domain, Heritage Tourism and the results of code violations that could be useful to measure economic impacts need to be examined and practices initiated so that accurate statistics can be addressed.

From the information gathered, it appears that ownership of designated historic buildings does present economic advantages such as tax incentives and the ability to build other profitable buildings in the city and county of San Francisco that ordinarily wouldn't take place without having purchased and rehabilitated a designated historic building. That said, it is who is benefiting from this windfall that is troublesome. Economic prospects through public-private partnerships have made opportunities for private property ownership extinct in the city because they cannot hope to compete with the capital brought in by corporations looking for investment opportunities. Since this case study reveals that the majority of designated historic buildings are owned by corporations, this is the one area of my research that was evident.

San Francisco is cash strapped in many ways due to the "Back to the City" movement and has sold its soul to corporate investors who are not obligated to be transparent to the general public, have no investment within neighborhood communities and, with their capital, make private property ownership out of reach for most all San Franciscans. Unfortunately, the burden falls upon historic buildings, and especially those not designated, that fall to demolition during redevelopment and the public use clause.

Statutes enacted in the State of California to protect private property owners from eminent domain contain many loopholes. Those private property owners who own property in San Francisco should be made aware that through redevelopment, eminent domain and the financial burden of owning buildings that become designated as historic buildings or those buildings who end up being located in a historic district is real. All one has to do to confirm this is to read through one of the redevelopment plans. It is unconscionable that those rights invoked under the Fifth Amendment become null and void when economic ventures are concerned. Legislature needs to be revised to address the interests of private property owners who should not have to abide by regulations that come from a new historic designation and/or redevelopment.

On the other hand, enforcement of the National Historic Preservation Act is still in its infancy. With cities in a constant state of transformation it becomes difficult to decide how to best regulate and protect historic buildings. Where the protection of buildings began as a way to preserve culture and heritage, the speed at which cities across the United States change is nothing short of a phenomenon leaving cities desperate to find ways to meet the day to day requirements of new and existing residents. Through funding that includes corporate capital, cities have been able to find ways to support basic necessities like housing. In addition, this capital, though detrimental to private property ownership does appear to help preserve, rehabilitate and upkeep designated historic buildings. Perhaps the research conducted in this paper will bring attention to some of the damaging economic impacts of redevelopment to private property ownership in order to find a resolution where wealth could be spread equally between private property owners, corporations and local municipalities.

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