



COUNCIL AGENDA: 2/11/2020  
FILE: 20-137  
ITEM: 7.1

# Memorandum

**TO:** HONORABLE MAYOR  
AND CITY COUNCIL

**FROM:** Jill Bourne

**SUBJECT:** SAN JOSE EDUCATION POLICY

**DATE:** January 27, 2020

Approved

Date

1/31/2020

## RECOMMENDATION

- (a) Adopt a resolution establishing the San Jose Education Initiative as Council Policy 0-30, and
- (b) Direct staff to return to Council with the following changes to Municipal Code Chapter 2.08 and Council Policy 0-4:
  - (1) Change the name of the Library and Early Education Commission to the Library and Education Commission;
  - (2) Change the subject matter expertise of the Early Education-specific seats to Education subject matter expertise.

## OUTCOME

The Education Initiative will be codified in Council Policy. Staff will return to Council with changes to the name and membership of the Library and Early Education Commission.

## BACKGROUND

As part of the Education & Digital Literacy Strategy ("EDL") approved by City Council in May 2018, San José Public Library ("Library") was directed to develop a city policy, which clarifies the City's role and intent in a policy statement that guides investment and establishes expected service delivery and reporting requirements.

To begin developing the scope and language for the policy, Library staff conducted interviews with a variety of education and nonprofit leaders in San José that are engaged in the Schools-City Collaborative, and the My Brother's Keeper Initiative. Staff sought feedback on framing, aspirations, areas of gaps in service, and communication structures that could be addressed in the policy. Through conversations with these leaders and members of our community and the Library and Early Education Commission, staff integrated the input with the existing approved framework of the Education and Digital Literacy Initiative. The Neighborhood Services &

Education Committee reviewed the structure of the policy and provided feedback, including direction to return directly to Council for approval, in October 2018.

## **ANALYSIS**

The academic success of San José's youth is a significant indicator of the future prosperity of our communities. The City invests resources into programs and services that are intended to support educational attainment and development of our youth. Through partnership with schools, school districts, and educational service providers throughout the region, the City should leverage our strengths as a whole community, use data to assess progress and identify gaps, and realign our assets where needed for the purpose of advancing educational outcomes and academic success for San José youth.

The policy is not intended to be interpreted as a means for supplanting traditional education or using the city budget to fund services that school districts would traditionally pay for.

The proposed Education Policy is grounded in four core values:

- **Equity** of access to quality educational experiences for all children in San José is essential and must be cultivated by actively removing barriers;
- **Opportunity** to experience a wide variety of educational options extended to all learners, connecting students to skills-based learning, mentors, and potential career pathways;
- **Quality** of program offerings must be aligned with evidence-based practice and include the application of standards for student learning and assessment of program efficacy; and
- **Accountability** to our youth and their families with rigorous oversight through outcomes-based data and reporting on the resource investment in learning and education.

The policy is arranged into four sections: programming, operations, city policy alignment, and the Schools-City Collaborative.

### ***Programming***

A fundamental aspect of the EDL is the development and adherence to quality standards for all City-funded, operated, or endorsed programs that are educational or focus on skill development for school-aged children and youth. Since the approval of the EDL, staff has worked to develop quality standards for the thematic areas of the current strategy. To date, the Council has adopted quality standards for early education and expanded/out-of-school time programming. Digital Literacy and College and Career Readiness standards will be brought forward for approval in the near future.

This section also standardizes the practice of assessing and reporting on the outcomes of programs, as a way to routinely engage in quality improvement in our programs.

### ***Operations***

The Operations section of the policy provides guidance to staff on how to support educational outcomes through the City's standard operation of assets and budgeting, and identifies the governance and oversight framework for ongoing management of the initiative.

The City maintains a sizeable number of buildings and assets that are reimagined and repurposed from time to time. In the case that underutilized City assets or physical resources are being considered for a new or different use, opportunities to utilize the resource to fulfill an education need such as placement of City-run educational programming, or space for an educational entity to operate educational programs should be considered among the top-priority of possible services for reuse. It is important to note that this section does not mandate the repurposing of assets for education, but rather to ensure that education-supportive efforts and services are analyzed along with other top-priority services.

This policy section provides guidance on how the city budget should address programming fees and revenue generation. The policy outlines the value of removing barriers to access for educational programming, and clearly establishes that the City Council may determine that EDL programming should operate below a cost-recovery threshold.

Managing the education initiative will require both regular and ongoing coordination of daily operations, as well as routine review and attention by the City Council. The Governance & Oversight section identifies and assigns the different roles required to execute the initiative for the purpose of providing transparency, clarity and to avoid confusion for future Administrations.

### ***Alignment with City Policies***

The City's broad scope of services and areas of work inevitably provides opportunities to support and advance educational achievement. The City has a strong track record of acknowledging and linking the impact of plans, specifically in the areas of land use and infrastructure, to our resident's ability to learn and grow. Specifically, the Envision 2040 General Plan devotes an entire chapter specifically to education goals and identifies early education and childcare goals in the economic development section of the document. Similarly, the Broadband & Digital Literacy Strategy, adopted by the City Council in November 2017, thoroughly analyzed the educational barriers created when residents lack sufficient internet access at home.

The proposed policy intends to link existing efforts related to education that are founded in various city plans and policies to the education initiative by reporting the progress of the plan implementation. This section does not suggest that new plans or work should be done to conform to the policy, but rather designates the reporting of existing implementation work as part of the EDL report to Council.

The policy states that future revisions of the general plan, specific area plans, long or short-term land use and transportation plans, and technology or telecommunications infrastructure plans or

policies, continue to actively consider how the relevant body of work impacts children, families, planning for safe and secure schools, access to technology and internet capabilities, and supports the development of learning institutions like libraries and community centers. New plans of a similar nature should continue to include the same, if not a greater level of consideration.

### ***Schools-City Collaborative***

The original Council Policy 0-30 established the Schools-City Collaborative (S/CC) as a regular meeting of the City. The policy was established in 1997 and simply outlines the structure and membership of the body, but does not speak to the intended goal or outcome of the joint work.

As staff continues to develop the proposed Education Policy, the central question of how we involve the greater education community in partnership becomes paramount. As noted above, the Education Policy revises and clarifies the structure of S/CC. The changes are intended to optimize and expand opportunities for partnership, as well as align the S/CC workplan more closely to the Education and Digital Literacy Strategy workplan.

On November 18, 2019, the Schools-City Collaborative reconvened to review the proposed structure and set the 2019-2020 workplan. The Collaborative has adapted to the new structure, featuring two co-chairs in addition to the Mayor, an Executive Committee, and is in the process of developing working groups organized to advance the work plan.

### ***Library and Early Education Commission Changes***

To reflect the role of the Library and Early Education Commission in advising the City Council on the Education Initiative, staff recommends the following changes, which will need to be adopted as a separate, future Council action as changes to the San Jose Municipal Code:

Change the name to the Library and Education Commission. This change aligns the commission name with the education initiative, rather than limiting their name to early education.

Expand the subject matter background for the four *Early Education* seats to a background in *Education*. This change will not result in membership changes of the currently appointed members. This change will allow a broader cross section of the education community to be appointed to the commission. With this change teachers, administrators, school board members, and other members of the population with varying degrees of expertise in education would qualify for an appointment, in addition to those with a background in early education.

If directed, staff will return to Council with conforming changes to the Municipal Code and Council Policy 0-4 to codify the changes.

## **CONCLUSION**

While the school system focuses on teaching and learning, the students and families that attend schools in our city are ultimately, our residents. The approval of the Education Policy will guide the ongoing implementation of the EDL, leading to a stronger shift towards outcome and impact reporting of the City's investment in education-based programming.

## **EVALUATION AND FOLLOW-UP**

The regular reports on the EDL thematic areas and the annual report will continue to be prepared and presented to the regular Council Committees and City Council for review and direction. If directed, staff will return to Council with conforming changes to the Municipal Code and Council Policy 0-4 to codify the changes.

## **CLIMATE SMART SAN JOSE**

The recommendation in this memo has no effect on Climate Smart San José energy, water, or mobility goals.

## **PUBLIC OUTREACH**

Stakeholder outreach and interviews were conducted with over 60 nonprofit and educational institutions from May through September 2018. An outline of the policy was considered by the Neighborhood Services and Education Committee on October 11, 2018. The Library and Early Education Commission has received several updates on this policy from 2018 to present. All members of the Schools/City Collaborative were invited to provide comment on the draft language.

## **COORDINATION**

The proposed policy has been reviewed by the Departments or Offices of: Civic Innovation; Economic Development; Housing; Parks, Recreation & Neighborhood Services; Planning, Building & Code Enforcement; Transportation; the City Manager's Budget Office; City Clerk; and the City Attorney.

**COMMISSION RECOMMENDATION/INPUT**

The Library and Early Education Commission has received regular reports on the progress of the EDL, including the scope and framework for this policy. At their November 20, 2019 meeting, the Commission was informed of the proposed changes to their Commission, and they were supportive of the staff recommendation, while noting concern over the large size of the proposed 17-member commission.

**CEQA**

Not a Project, File No. PP17-008. General Procedure & Policy Making resulting in no changes to the physical environment.

/s/  
JILL BOURNE  
Director, Library

For questions, please contact Ann Grabowski, Chief of Staff and Manager of Policy & Analytics, at (408) 808-2170.

Attachment

Council Policy 0-30

San José Education Initiative

Replaces 0-30 *Schools-City Collaborative Policy*

**Background**

On June 15, 2016, the Rules and Open Government Committee directed the City Manager to “develop a citywide strategy for supporting education and digital literacy, in consultation with our schools, non profit afterschool and summer service providers, foundations, the Santa Clara County Office of Education (SCCOE), and the community.”

On September 1, 2016, the City Manager issued a memorandum designating the City Librarian as lead staff in coordinating an Education and Digital Literacy Initiative and the activities of the Schools/City Collaborative (S/CC).

May 7, 2018 the City Council adopted the Education and Digital Literacy Strategy and directed Library staff to complete additional work to: establish quality standards for all City-funded, sponsored, or endorsed programs; convene an expanded learning collaborative network; draft an education policy for future consideration; and provide annual and programmatic reports to Council through the Library and Early Education Commission and Neighborhood Services and Education Council Committee.

**Purpose**

The Education Policy is intended to establish the City’s core values and perspective on education as a significant indicator of quality of life. The policy guidance for the three major functions of the City’s support of education: programming, alignment with other City policies, and the operational functions that support this work. Further, this policy provides guidance for the citywide governance and administration of this cross-departmental work, a framework for the annual review of outcomes, and the structure of the City-Schools Collaborative.

**Policy**

The academic success of San José’s youth is a significant indicator of the future prosperity of our communities. The City invests resources into programs and services that are intended to support educational attainment and development of our youth. In partnership with schools, school districts, and educational service providers throughout the region, the City will leverage its strengths in serving the whole community, using data to assess progress and identify gaps, and realigning specific programs, facilities usage, and other City assets as needed for the purpose of advancing educational outcomes and academic success for San José youth.

The Education Policy is driven by four core values:

- **Equity** of access to quality educational experiences for all children in San José is essential and must be cultivated by actively removing barriers;
- **Opportunity** to experience a wide variety of educational options extended to all learners, connecting students to skills-based learning, mentors, and potential career pathways;
- **Quality** of program offerings must be aligned with evidence-based practice and include the application of standards for student learning and assessment of program efficacy; and
- **Accountability** to our youth and their families with rigorous oversight through outcomes-based data and reporting on the resource investment in learning and education.

This policy is not intended to place the City in a position of supplanting the good and necessary work of schools. This policy is also not intended to direct or guide the City to take on responsibilities that would traditionally be carried out by schools or school districts. The system of public education is complex, and from time to time various parts of the system face resource constraints. Especially in those instances, the Education Policy is intended to be used to reinforce the City's commitment in prioritizing the educational development and support of students and their families, guide decisions on how to develop and manage programming, ensure that equity, diversity, and inclusion is at the forefront of decision-making, and strategically integrate the value of high educational achievement and attainment for our residents throughout City policy.

#### Equity, Diversity, and Inclusion

The City of San José is one of the most diverse communities in the United States and strives to create a welcoming and safe place for all persons to call home. The City views its work in the education space with the same regard, and through the education efforts and services provided by or with City resources, seeks to provide a welcoming, safe, and fully accessible resource that supports and enables all individuals to achieve their full potential. City programs covered by this policy will make an intentional effort to build relationships with residents and program participants based on understanding, respect, trust, and a celebration of diversity, and will work to understand the whole individual in the context of family, culture, community, and the broader society to provide the best and most responsive service.

Program and policy planning should be intentionally inclusive, regularly evaluate the needs of the population being served, engagement ratios in relation to the broader community, and make necessary corrections or changes to the programming, policy, or outreach model to effectively engage and serve the intended audience in an inclusive way. Staff will proactively work to confront biases that create educational barriers or limit the potential of individuals to achieve academic success and will promote equity and inclusion while recognizing that society has not resolved many systemic inequities.

Through the City's pursuit of advancing academic success for San José residents, the City will celebrate diversity through including opportunities to appreciate and understand the wide variety of cultures and views that exist in our community. Specifically, the City will routinely evaluate the following work items to ensure that educational programming is fully responsive to the equity, diversity, and inclusion standards listed below:



- Program curriculum will be culturally responsive;
- Learning materials will feature a variety of ethnic, social, economic, cultural, ability, and linguistic representatives;
- Outreach materials will be provided in multiple languages and media platforms that reach a wide variety of community members;
- Program outcomes will be reviewed and evaluated with a racial, economic, and gender lens to understand how program participants of different populations are achieving in the program.

### Scope

The Education Initiative seeks to align City programs, assets, and resources with educational development stages and cross-cutting strategies to ensure that San José residents have access to information and resources that increase their educational attainment throughout their life. The focus of the Education Initiative is on early education (ages 0-5), school-aged children and youth, college and career readiness, and digital inclusion, with an overarching focus on equity, diversity, and inclusion.

Over time, and with the approval of the City Council, the Education Initiative may add focus areas that are relevant to meeting the educational needs of residents.

This policy also provides the structure for the City's ongoing partnership with the Santa Clara County Office of Education and each of the school districts with enrollment areas inside the San José city limits, known as the Schools-City Collaborative.

### **Programming**

#### Program Quality Standards

The Education Initiative should serve as a framework for the rescoping and realignment of existing City programming that impacts the educational attainment and achievement of residents, as well as the generation of new programming. Existing programming that directly serves children in a school or school-adjacent setting such as early education, school readiness, before and after school, education-related summer programming, and other out-of-school time programs that focus and align with skill development or educational subject matter should fall under the Education Initiative and be germane to this policy. As new programs are developed, they will be subject to the same review and reporting processes as current programming.

All City programming is subject to this policy and will utilize the following framework:

- Programming curricula and structure is subject to a set of quality standards held by the Education Initiative,
- Programming is continually assessed using an assessment tool that sufficiently measures the program curricula and learning outcomes,
- Programming outcomes and continuous quality improvement plan is reported and reviewed annually.

Each thematic focus area associated with this initiative shall have quality standards that serve as a benchmark for ongoing review and assessment. The standards should be developed using existing validated standards for the developmental stage or subject matter, such as those issued by the State of

California Department of Education. The quality standards should be applied to all City funded, operated, or endorsed programs.

Quality standards should be paired with an appropriate assessment tool to measure program growth and outcomes. On a regular but at least annual basis the City Council should review the level of quality and outcomes attained by applicable programs, as well as the required interventions or changes necessary to advance a program to the next quality threshold. Commitment to staff training will be essential and an ongoing component of program development and investment to ensure quality service delivery is achieved and continually advanced.

## **Operations**

### Use of Physical Resources

In the case that physical resources are being considered for a new or different use, opportunities to utilize the resource for City-operated or community partner educational programming should be explored among the City's top priorities and should be considered along with any other uses that are analyzed.

### Resource Allocation and Funding

This section guides City staff on how to best navigate the complex work of allocating resources to education programs. Resource allocation requires the delicate balance of managing a responsible budget, while accepting and valuing that residents are funding programming through their tax dollars and that program fees may prevent those in greatest need from accessing the programs designed to help them succeed.

The City invests significant resources in educational and developmental programming for our residents. Where appropriate, Departments should work together to review and prioritize existing funds and resources to ensure programs align with city-wide priorities. Departments will need to be deliberate and innovative in identifying ways to use existing resources to meet the programming and staffing needs of the Education Initiative.

It is well documented that children and families most in need of educational support are also the most likely to face financial hardships and may be unable to pay program registration fees, if they exist. Programs and services germane to this policy should be financially sustainable yet be affordable and accessible to the City's diverse community. Some educational programs and services may have either little to no cost to attend, or a scholarship opportunity for the underserved population. The City Council may choose to provide policy direction to operate a program below the 100% cost recovery level.

When EDL reports are brought forward for public review, staff should articulate clearly the fiscal impacts of their plans to continue, expand, or make changes to the program. In alignment with the ongoing assessment of equity, diversity, and inclusion in EDL programming, program fees and scholarship funds should be routinely reviewed to ensure that the target community is not precluded from accessing these programs for financial reasons to the extent possible.

At a minimum, the City Council will receive an annual impact report on the EDL, which will outline the outcomes and impact of education efforts throughout the city. If additional funds are requested for

educational programs through the annual budget process, those requests should align with the annual impact report findings for program growth or strategic re-positioning. City funds and program funding should not supplant or replace those that would otherwise be provided by school districts.

#### Governance & Oversight

Executing this policy to the fullest extent of the City's impact potential will take an ongoing and intentional effort from all levels of the organization. The following scope is intended to identify the general roles necessary to complete this work in an effective manner.

*Program Development and Management:* Departments and Offices throughout the organization may find programming associated with educational outcomes to be an effective service that relates to the core mission of their work. All education-related programming must be developed or augmented to align with the program quality standards that match the developmental stage or relevant subject matter. Under the authority of the City Manager, Departments are responsible for managing the day-to-day operation and making strategic decisions to ensure the best service to the community.

*Coordination and Reporting:* The Library Department will provide the primary leadership and staff support to organize and manage the City's education efforts and effectuate this policy. In doing so, the Library is authorized to convene cross-departmental meetings that operate programs with an educational focus and manage an annual work plan. The Library is responsible for engaging and coordinating the City's efforts in education, including developing reports and evaluations for the City Manager and the City Council on programs hosted or managed by the City. In addition, the Library is authorized to convene the Schools-City Collaborative and manage the annual workplan, in keeping with this Policy.

The management of the Education Policy should generally not interfere with or take resources away from Library operations or funding for the Library collection. The Library should be diligent in the implementation and oversight of the Education Policy, with a focus on developing partnerships and external resources. When other funding is not available, programming with unmet needs should seek funding through the annual budget process, as appropriate.

*Advisory Commission:* The Library and Early Education Commission as outlined in the San Jose Municipal Code (SJMC 2.08.3230) will provide subject matter expertise and review of programming outcomes governed by this policy, in their advisory role to the City Council. The Library and Education Commission will review all programming outcomes related to this policy regardless of which Department conducts the programming. Programmatic reports that fit the scope of review for other commissions are encouraged to be taken to those bodies for review, as necessary and appropriate.

*Executive Oversight:* Reporting of educational programming and policy outcomes should be reviewed by the appropriate Council Committee, and the full City Council on an annual basis. This review should occur before annual budget deliberations begin.

#### **City Policy Alignment**

Education, educational attainment, and impact to educational outcomes should be a vital consideration in how the City is planned and built. While many decisions may not be viewed as having a direct impact

on educational outcomes for students, how the environment is built is as critical to commonly accepted City goals like carbon emission reductions, illegal dumping and blight prevention, as it is in determining how our community can learn and grow.

Many City plans and policies, such as the general and specific area plans, long or short-term land use and transportation plans, and technology or telecommunications infrastructure plans, should actively consider how the relevant body of work impacts children and families. It is essential that they include long-term strategic planning for safe schools and communities, access to technology and internet capabilities, and support the development of learning institutions like libraries and community centers. Future revisions to existing and new plans of a similar nature should continue to include the same, if not a greater level of consideration.

The implementation of policies referenced above will be reported on in conjunction with the annual review of the education programming to the City Council.

### **Schools-City Collaborative**

The Schools-City Collaborative was established as Council Policy 0-30 in 1997 to establish an important relationship between school districts and the City to discuss matters that were important to both groups. The body, co-chaired by the Mayor, has created an opportunity for significant information sharing, leveraging resources, and partnership development.

The City's education policies encompass and supersede Policy 0-30. The Schools-City Collaborative serves an important role in the City's ongoing education work.

It is the policy of the City of San José that formal relationships are established between the City, Santa Clara County Office of Education, and the local school districts and education providers to ensure positive communication and address areas of common interest for San José residents.

#### **A. Mission and Scope:**

A formal body comprised of the Santa Clara County Superintendent of Schools, school district superintendents and trustees, City of San José elected officials, and City of San José Department heads will convene as a Schools and City Collaborative (S/CC) on a regularly scheduled basis and operate under the following guiding principles:

1. Focus on the long-term benefits of City of San José families and students of the;
2. Operate in a cooperative manner which leverages the strengths of the City, Santa Clara County Office of Education, and school districts;
3. Work in a pro-active manner with open and honest dialogue;
4. Focus on 3-6 mutually identified priorities, with established measurable outcomes;
5. Be understanding of each systems challenges and constraints;
6. Be committed to results and be innovative in its solutions; and
7. Utilize our collective strengths to have a strong advocacy voice.

The mission of the Schools/City Collaborative (S/CC) is to advance the educational attainment of San José students. By developing and maintaining a strong collaboration between the City and school

districts, the S/CC will identify the needs of students and align resources, programming, opportunities, and interventions to ensure equitable educational outcomes for all San José youth.

The S/CC will include the following development areas in its scope:

- i. Early education: Entering school ready to learn
- ii. Expanded learning: Learning at grade level
- iii. College & Career Readiness: High school and post-secondary completion, and employment
- iv. Digital Literacy: Information and media literacy, and the ability to access and use digital technology
- v. Data and assessment: Metrics and reporting on student outcomes and data collection, sharing, and privacy

The S/CC may, from time to time, include other policy and partnership opportunities that impact educational attainment, such as food scarcity, access to safe facilities and neighborhoods, housing, inclusion, discrimination, and other pertinent items.

**B. Membership:**

1. A coordinating board will be established to oversee the implementation of the identified goals and objectives of the S/CC. This board will consist of:

- i. The Mayor of the City of San José;
- ii. The Santa Clara County Superintendent of Schools
- iii. The City Librarian
- iv. The superintendents of all school districts and charter networks serving San José residents
- v. One School Board Trustee from each school district;
- vi. Executive leaders from early education providers, community colleges and universities, and career or technical education institutions;
- vii. Three City of San José Councilmembers, as appointed by the Mayor;
- viii. A representative from the City Manager's Office; and
- ix. The Directors of City Departments as identified by the City Manager's Office.

2. The S/CC will be co-chaired by the Mayor, a primary school district superintendent, and a secondary school district superintendent, for a total of three co-chairs. The Santa Clara County Superintendent of Schools, and unified school district superintendents are eligible to serve in either primary or secondary school district co-chair role.

- i. The School Superintendent Co-Chairs will be selected for the school year at the Fall meeting by consensus of the S/CC members present at the last meeting of previous Fiscal Year.
- ii. The three co-chairs, the Santa Clara County Superintendent of Schools, and the City Librarian will comprise the Executive Committee with the charge of setting meeting agendas and facilitating convenings.

3. S/CC Work Groups comprised of S/CC members and/or their designated representatives along with other stakeholders invested in the successful completion of the annual work plan objectives will be convened in the intervening months between S/CC meetings. S/CC Work Group members will

be led by a member of the S/CC Leadership group and/or their designated representative and include but are not limited to school board trustees; assistant superintendents or other school executives designated by the district superintendent; teachers authorized to participate; parents; students; nonprofit educational program providers.

C. Meeting Frequency & Operations:

1. The S/CC will meet with the full membership a minimum of two times per year:
  - i. Fall: All Members – Annual Meeting; workplan approval and co-chair selection
  - ii. Spring: All Members – Workplan Review
2. On an annual basis the S/CC will establish and/or update a written and measurable work plan that is based on its top mutually identified priority area(s) that align with the City's education goals. As noted in the membership section, the Work Groups will meet in the intervening months to address annual workplan priorities.
3. The S/CC will report its progress through an identified City Council committee at a minimum of once per year as managed through the City Manager's Office.
4. Library Department staff will work with the City Manager's office and other key City staff to implement this policy in a manner that aligns with existing Municipal Code provisions or existing City policy.