

Memorandum

TO: HONORABLE MAYOR
AND CITY COUNCIL

FROM: Khaled Tawfik
Zulma Maciel

**SUBJECT: EQUITY THROUGH DATA
INITIATIVES STATUS REPORT**

DATE: November 23, 2022

Approved



Date

November 23, 2022

RECOMMENDATION

Accept the status report on Equity through Data efforts and impacts, including support for COVID-19 Recovery Task Force committees, projects, and equity-based service improvements.

OUTCOME

The Committee will be aware of and provide feedback on the Equity through Data efforts and impacts as presented by the Office of Racial Equity and Information Technology Department.

BACKGROUND

The City of San José recognizes the need to provide equitable services to all residents and businesses in San José to maximize community and economic opportunity. Enabling a large organization to perceive and address community needs requires a focus on providing the tools to measure service availability, accessibility, delivery, and satisfaction – identifying options to improve services where efforts are insufficient or ineffective. Key to achieving these outcomes is identifying what to measure and how to measure, correcting data gaps, and creating the means to make measured iterations on City processes.

To be successful at the program level, City staff have worked to create the beginnings of the training, high-quality data collection, strong policy analysis and development, and effective accountability measures, as well as community engagement skills that can address San José's most complex challenges. To help achieve this goal and to drive equitable outcomes for all constituents, the City, with support from the Knight Foundation, established the Equity through Data and Privacy (EDP) program within the Information Technology Department (ITD).¹ The

¹ See "Action Related to the Knight Foundation Data Capacity Expansion Grant" from the January 11, 2022, City Council meeting: <https://sanjose.legistar.com/LegislationDetail.aspx?ID=5361127&GUID=7C0789E5-F865-4905-803D-8049591FEB24>

program is managed by ITD and works in close collaboration with the Office of Racial Equity (ORE).

The EDP program supports the City's four Equity Principles recommended by ORE:

1. **Determine Desired Outcome:** Consider the intended impact, specifically the well-being of historically marginalized racial groups.
2. **Leverage Data:** Gather evidence and analyze data, both quantitative and qualitative to assess impact and inform decision-making.
3. **Engage Community and Stakeholders:** Listen to the voices of those directly affected by potential decisions and articulate how the issue benefits or burdens the community.
4. **Establish Accountability:** Use performance measures to assess progress - how much, how well, and the extent to which anyone is better off.

The EDP program goal is to create the capabilities, tools, partnerships, and service improvements to deliver measurable results for San José communities. The EDP program enables aspects of the Equity Principles through the following deliverables:

- **Create Data Capacities** – Provide common tools and high-quality data sources for City departments use for data analysis. Provide data science expertise and support to perform deep analyses that improve service delivery. Skill subject matter experts and analysts to use data to continuously improve how the City provides services.
- **Support Measuring Impacts** – Enable City departments to use data to measure the impact and performance of its programs through dashboards and real-time measures, promote data democratization through public data access and community engagement, and remove barriers and privacy risks through sharing standards, system controls, and defined protocols. Build quality assurance practices and standards to verify work and support long-term use.
- **Protect Privacy** – Incorporate measures in City operations and planning that protect and best serve the Community's privacy, security, and anti-bias outcomes. Promote data-informed actions and decisions that guide and improve service effectiveness and center equity and privacy in City planning and operations.

Used well, this work helps service delivery and continuous improvement, COVID recovery efforts by focusing work on opportunities for the San José community that have high impact, by setting ongoing standards and processes on which the City can dedicate resources based on clear priorities, and through a set of common impact measures with a focus on outcomes.

ANALYSIS

The COVID-19 pandemic exposed the most vulnerable communities— especially communities of color— to social and economic disparities. Data show that Black, Indigenous, Latin/o/a/x and other people of color bear an unequal burden.

The City incorporated equity considerations into the budget process to facilitate equitable funding decisions by requiring each City department to submit a Budgeting for Equity Worksheet. The worksheet is a general set of questions that assesses the impact of budget requests on the advancement of equity and service levels to those most in need. The worksheet requires departments to list explicit steps on the use of disaggregated racial data to inform their budgetary decisions. The June 6, 2022, Council Budget Memo² described the Budgeting for Equity exercise the City used to identify gaps in knowledge, understanding, and skills around equity principles. Key among the findings was the lack of a standardized data collection process across departments, therefore creating inconsistencies across the City relative to defining problems, solutions, and budget proposals.

During the pandemic, the Mayor's Office of Technology and Innovation established a team to use data to understand and improve the equity issues exposed by the pandemic and to deliver City services with a greater focus on communities that were facing the most adversity and hardship. The team worked with ORE, Parks, Recreation, and Neighborhood Services Department (PRNS), and ITD to align with City equity goals, used City service data sourced via the City's Open Data Portal, defined a Data Equity Framework³, and worked with PRNS to apply this framework to understand how their afterschool and summer programs could serve more families in need. The analysis showed that longer distances from the community centers create a barrier for residents to take advantage of Parks and Recreation programs, irrespective of the financial need. In addition, scholarships were evenly awarded between males and females, and 50% of scholarships went to residents living in San José's six most vulnerable zip codes (95110, 95111, 95112, 95116, 95122, 95127). Following the analysis, the teams built a data-informed community engagement strategy for the PRNS's ROCK and Camp Scholarship programs including surveys focusing on raising awareness, easing application process, and reducing transportation barriers. The analysis for this work has been published as a data story on the City's Open Data Portal⁴.

In March 2022, the City received a \$750,000, three-year grant from Knight Foundation to support the City Manager's Office in operationalizing the City's data leadership and capacity to help make data-driven decisions, measure outcomes, protect digital privacy, and drive results that incorporate equity into the planning and delivery of City services. The grant also built on the City's investments in data analytics and digital privacy efforts. The grant funding supports the City in establishing:

1. A full-time Equity through Data Lead in the Information Technology Department, with oversight from the City Manager's Office over a three-year administration-transition period in the City;

² Budgeting for Equity Memo Page 5 and Page 8 –

<https://www.sanjoseca.gov/home/showpublisheddocument/86805/637901371681230000>

³ Closing Equity Gaps with Data –

https://scholar.harvard.edu/files/janewiseman/files/san_jose_data_equity_case_study.pdf#page=7

⁴ Equitable Distribution of City-wide Scholarships – <https://data.sanjoseca.gov/showcase/equitable-distribution-of-citywide-scholarships>

2. Tools, training, support, and collaborations to enable City departments in adopting data-driven decision-making for increased program effectiveness, maximizing identification and support of vulnerable communities, and applying responsible data practices that protect the digital privacy of residents; and
3. Support collaborations across City departments, community-based organizations, and partners, including the City's Office of Racial Equity and the Office of Economic Development and Cultural Affairs, to leverage data to accelerate the City's recovery while building equity outcomes.

The City aims to address three core problems with the grant funding:

- Develop a robust, permanent data career track inside the organization that allows for technical data talent to develop their technical skills, problem solving experience, and leadership capabilities directly applied to City operations and outcomes.
- Integrate operational data and insights into strategic planning and simulation, policy analysis and recommendations, community engagement, and City budget actions.
- Create a model for the City to identify and procure software, tools, services, data sources, and collaborations that augment the City's data capabilities and outcomes, while protecting digital privacy of residents.

Expanding City's Data Capacity

Data Equity Fellows

In August 2022, the City onboarded two Fellows through Stanford University's Haas Center for Public Service to support the EDP program and serve for 10 months in full-time positions. The additional resources provided the EDP team the capacity to expand the City-wide support on privacy and explore equity-focused questions through data.

Key projects include:

- Improve data reporting and analysis of the City's public Wi-Fi and digital inclusion efforts;
- Develop the framework and pilot an algorithmic review process to evaluate artificial intelligence (AI) systems;
- Align San José with other California cities to create a standardized approach to community engagement and digital privacy signs; and
- Support the COVID Recovery Task Force in data analytics and develop outcome metrics.

Data Upskilling

The City has growing needs to analyze data and identify improvement opportunities, hence the need to increase the City's capacity for data analytics. To help meet this need, ITD and the Human Resources Department are working with San José State University to develop an

upskilling program for City staff to build a data science mindset and toolkit, thus increasing the City's data analyst capabilities.

Outcome of the Program: Develop baseline skillset for City analysts to promote data driven decisions.

- *People*: Create a community of practice across departments. Enables exchanging ideas, identifying shared goals, and collaborating on City-wide initiatives.
- *Processes*: Learn how to identify the value in City data, embed equity considerations, transform data into ongoing information, and make data-informed recommendations.
- *Tools*: Develop core competency in data processing and handling tools.

Data Tools

To maximize the use of data, City staff will utilize the right tools to effectively use data and share results to promote data driven decisions. The primary focus on data tools so far has been on Data Charter, Data Platform and Data Visualization Tools. There is a cyclic process between these three tools as described below:

- *Data Charter*: Provides a structure for City staff to identify the equity goals, resources, and timelines for data analytics projects. It helps establish expectations upfront that gives clarity during the implementation.
- *Data Platform*: The backbone of data analytics is the data platform that provides the infrastructure to capture, store and work with data. In alignment with the City's Open Data Community Architecture⁵ the City continues to build more internal data lakes to support different departments and projects. The resources and timelines as identified in the Data Charter help identify and establish the data platform to be used for the data initiative.
- *Data Visualization Tools*: With the increase in the demand and complexity of data analysis, the staff needs to be equipped with multiple tools to visualize the data. As identified in the Data Charter and based on the data platform used, the correct data visualization tool is to be used to transform the data into meaningful information.

The process is designed to evaluate results that feed right back into the data charter to ensure continuous improvements. This process is currently used by City departments including Library, Human Resources, and PRNS.

Measure Impacts

Equity Metrics and Community Outreach for San Jose 311 (SJ311) Language Translation

In 2020, in alignment with its goal for increasing access to services for the underserved communities, the City added Spanish and Vietnamese Language Translation to its 311 platform. However, the use of new languages on the 311 platform proved low. As the pandemic

⁵ City's Open Data Community Architecture:
<https://www.sanjoseca.gov/home/showpublisheddocument/84010/637846826143770000>

restrictions eased earlier this year, the SJ311 team and the City Manager's Office of Communications partnered to work on a community outreach program, to reach out to the residents via postcards, social media and community meetings to generate awareness for how SJ311 can be used in reporting issues and requesting services through the Web and Mobile App channels.

In April 2022, the City's GIS team in consultation with the SJ311 team created the SJ311 Equity dashboard (as shown in Figure 1), which is based on the Equity Atlas⁶ that was adopted as a tool to inform decisions. Using the equity dashboard, the City identified the zip codes with larger proportion of underserved populations and ran Google digital and Facebook ads in those zip codes in three languages – Spanish, Vietnamese, and English. A trilingual direct mail postcard campaign advertising the 311-platform was also deployed in the zip code with the highest underserved population. In addition, many low- and no-cost tactics were used to reach this audience including emails to digital toolkits for neighborhood associations and community groups, poster and handout distribution at libraries, community centers, in-person events, and organic social media posts and other City communications channels.

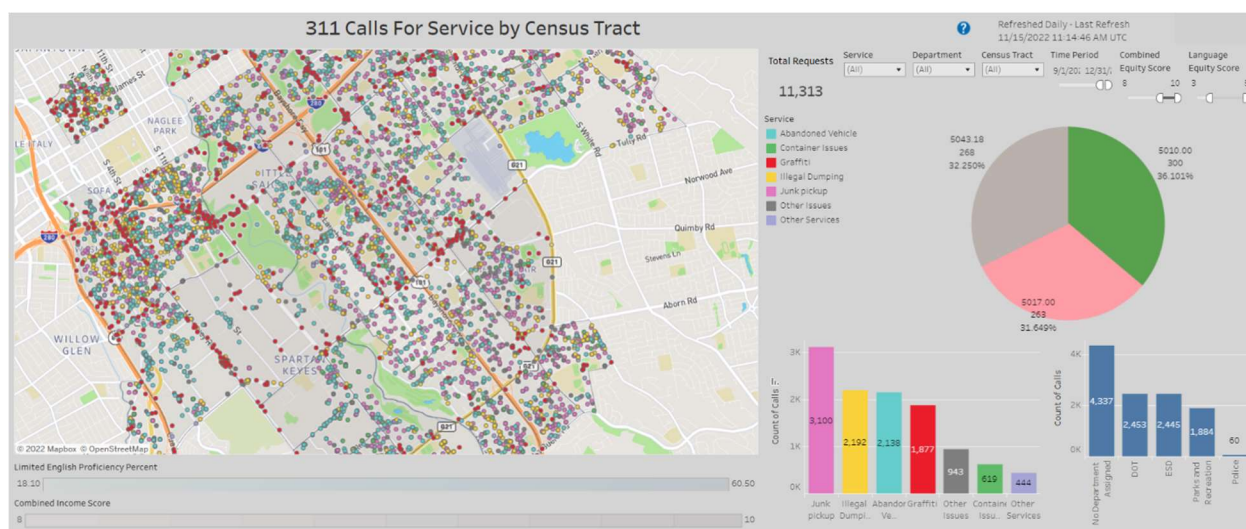


Figure 1 – SJ311 Community Outreach Equity Dashboard

The ads campaign garnered a total of 1,358,188 impressions and 16,890 clicks to the San José 311 website. Two key performance indicators illustrate the success of this campaign: The average cost-per-click for government is ~\$0.81, and this campaign's cost was considerably less at \$0.21 per click. The industry standard click-through rate is .50% and the San José 311 campaign achieved a significantly higher rate of 1.24%.

Figure 2 below shows the result of the community outreach campaign for the number of service request created for zip codes that were targeted primarily for the Spanish-speaking population as a comparison of 2021 for before and 2022 for after the outreach program was run.

⁶ San José Equity Atlas: <https://gis.sanjoseca.gov/maps/equityatlas/>

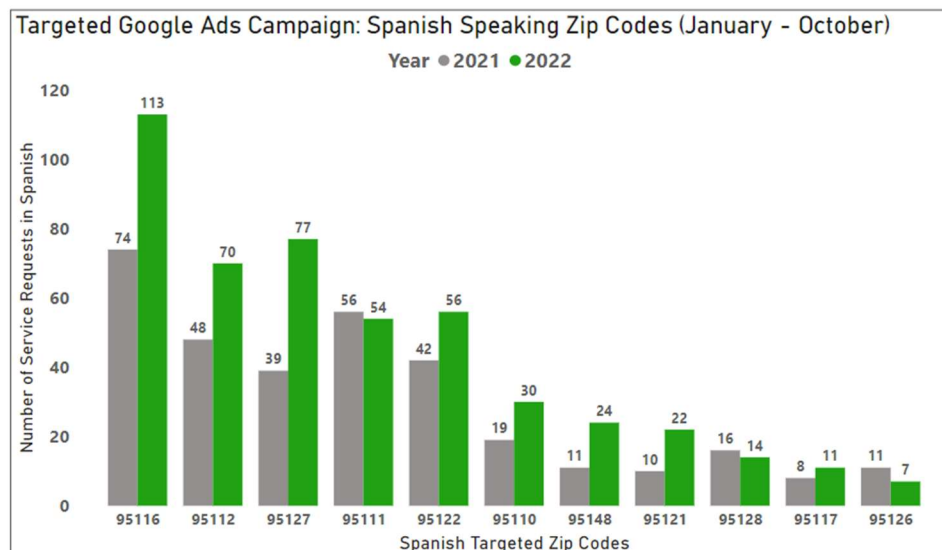


Figure 2 – 2021-22 Service request comparison for before and after targeted Google Ads Campaign

Figure 3 captures the number of service requests submitted in Vietnamese from zip codes that were targeted primarily for their Vietnamese-speaking population. It compares the number of service requests received in 2021 with that received in 2022 for the months of January to October. While engaging the Vietnamese-speaking population been and remains a challenge, there has been a significant improvement in the overall volume of service requests as a result of the community outreach campaign.

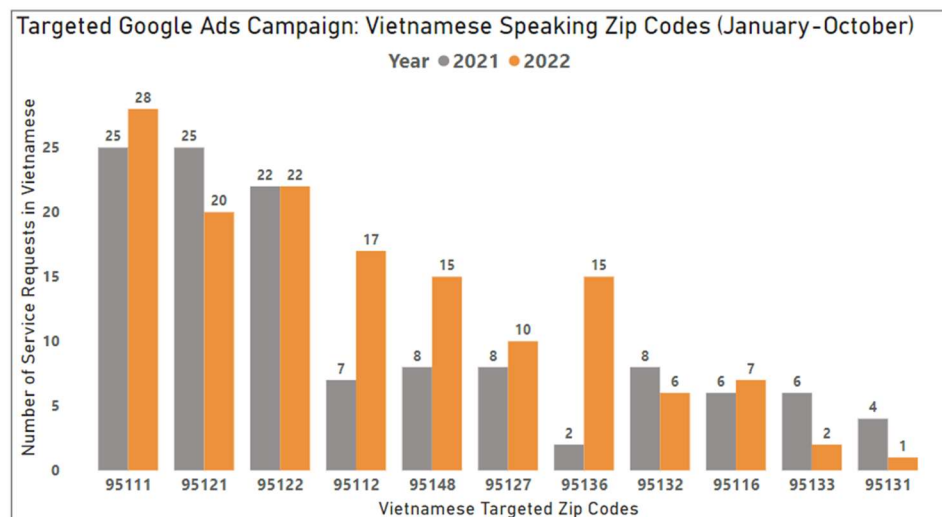


Figure 3 – 2021-22 Service request comparison for before and after targeted Google Ads Campaign in Vietnamese

Overall, the 311-platform has seen an increase in the service requests and new users being created for Spanish and Vietnamese as can be seen in Figure 4 and 5 below.

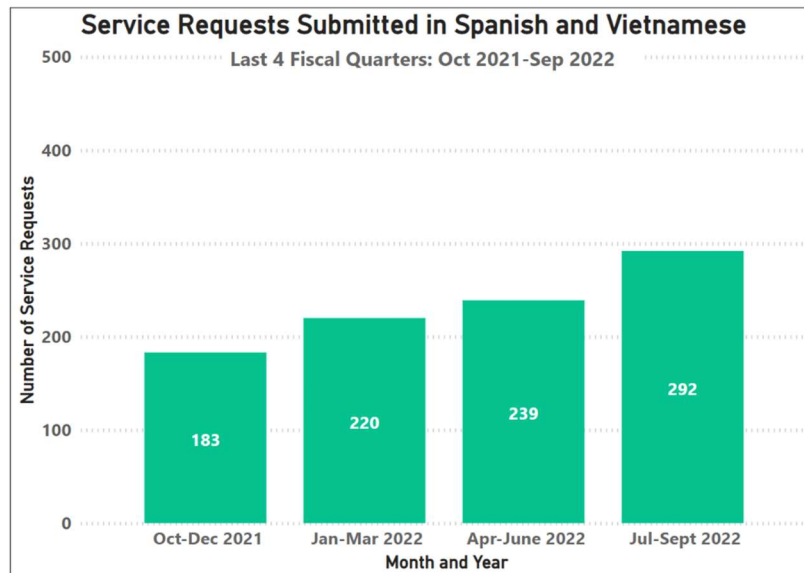


Figure 4 – 311 requests in Spanish and Vietnamese from 2021 to 2022

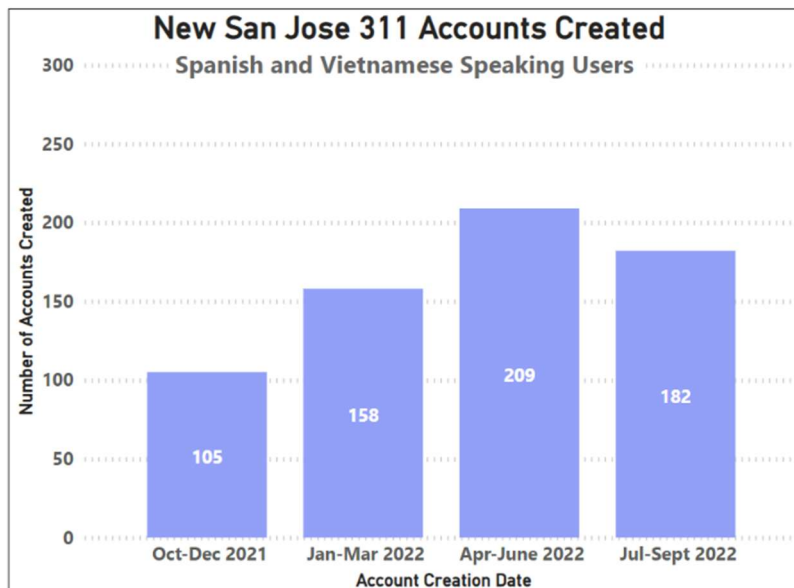


Figure 5 – Quarterly 311 accounts created from October 2021 to September 2022 by Spanish and Vietnamese users.

Support for City's COVID Recovery Task Force

The City received approximately \$810 million for COVID recovery across all Federal, State, and Local sources. Most of the funding was prescribed for emergency personnel, infrastructure, debt service, and the like required due to the disruptions caused by the global pandemic. The City had discretion over roughly \$212 million of the funds based on the American Rescue Plan Act (ARPA). Below is the distribution of that allocation.

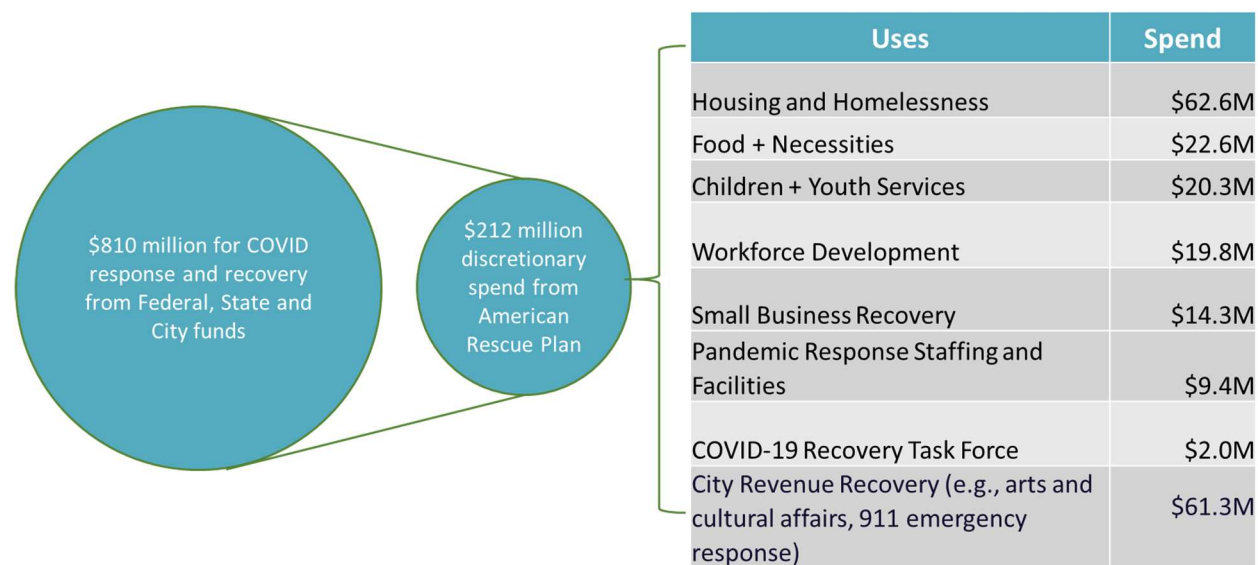


Figure 6 – COVID recovery funds distribution by use

EDP staff supported the COVID Recovery Task Force in the Data and Budgeting Committee. The Data and Budgeting Committee’s goal was to “Gather data, work with each committee to develop impact metrics, and compile tools to be used across all committees for Recovery Task Force-wide understanding and decisions”.

The Data and Budgeting Committee supported the Recovery Task Force in the development of impact measures, identifying quality and reliable data sources, documenting the measures, and coordinating with potential partners. Two key areas defined at the outset by the Data and Budgeting Committee were (1) raising alarms if urgent trends were identified, and (2) providing metrics the City would use to gauge effectiveness of recovery and beyond.

Consistent with gauging effectiveness of the recovery work and beyond, the impact measures as recommended by the Task Force represent outcomes the City and its departments can weave into program evaluation and the City’s budget process. They represent the deep wisdom of the community leadership that constitutes the Recovery Task Force.

Process: Informing recommendations

The Data and Budgeting Committee assigned a liaison to work with each Task Force committee. The liaison participated in all meetings to help support the drafting of recommendations and identified themes together with specific outcomes the recommendations would positively impact. Note that the themes facilitated potential metrics and sources of data. In some cases, universities and institutes provided existing work that offered deep insights and potential long-term support for research-based metrics. For other committees, there were fewer options. On balance, all committees were able to draft recommendations with related impact measures.

Source data for metrics include external sources such as Community Indicators from Joint Ventures Silicon Valley Index, Regional Health Equity Index, Goodwill of Silicon Valley Childcare report, Community Survey and Lived Experience group data, US Census Bureau data, and City internal data such as economic data provided by Office of Economic Development and Cultural Affairs, Rent burden and Affordable Housing data from Housing department, Transient Occupancy Tax data from Finance department, and Food Insecurity data.

Long-term: Supporting ongoing service improvement

The Data and Budgeting Committee recommends the impact measures listed be used to monitor the effectiveness of the Recovery Task Force recommendations, as well as by departments and in the City budget process for long-term monitoring. Each measure has been listed with data sources to facilitate tracking and reporting. These measures are ongoing indicators that the City and partners will continue work so they trend towards equity and progress—e.g., lower wage theft, more arts and cultural events, fewer food insecure households.

Many of the outcome measures are multi-faceted and will require significant investment across many partners to improve dramatically. Nonetheless, they are measures that have dramatic positive impacts on the community when achieved.

Incorporate Equity and Privacy into planning and delivery of City Services

Community Outreach and Engagement

Understanding the City's diverse needs for data requires robust community engagement. In Summer-Fall 2022 the EDP program began community outreach, which was discussed at length in the October 6, 2022, Smart Cities and Service Improvements Committee meeting⁷. The City purposefully focused on public outreach in its digital privacy efforts, including:

1. In-person outreach and discussion at neighborhood association meetings, Council and committee meetings, community organization meeting, and a regional online webinar—reaching over 1,000 people in total;
2. Permanent outreach through the digital privacy webpage; and
3. Detailed meetings with the City's Digital Privacy Advisory Task Force and interdepartmental Digital Privacy Working Group.

We received positive feedback from the outreach and learned where our residents feel we should be integrating technology into our services for a safer, smarter San José. Additionally, the EDP program has redesigned its online presence so residents can more easily learn about the City's privacy practices.

⁷ Link to Smart Cities and Service Improvement Committee October 2022 meeting item (d)3 on Digital Privacy Community Engagement: <https://sanjose.legistar.com/LegislationDetail.aspx?ID=5845195&GUID=E178E757-33A8-4807-AC2D-0A5826F1AE1B&Options=&Search=>.

Privacyfront page: Summer 2022

DIGITAL PRIVACY

WHAT IS THE CITY OF SAN JOSÉ'S APPROACH TO DIGITAL PRIVACY?

Our first priority is building trust between our communities and the City's digital practices. As we explore new ways to combine data, technology, and people to improve our services, our core goal will always be that the data we collect on a community should benefit that community.

The City's Digital Privacy Policy (see below) outlines the 7 key elements to building trust and benefiting our communities through digital improvements, covering Notice, Retention, Minimization, Accountability, Accuracy, Sharing, and Equity.

HOW CAN I GET INVOLVED IN SHAPING OUR DIGITAL PRIVACY?

The City will continue to engage in public outreach regarding Digital Privacy. One easy way to voice your thoughts on any upcoming projects is through our [Privacy Detail and Public Comment](#) page.

DIGITAL PRIVACY POLICY

Our Digital Privacy Policy is composed of 7 key elements ([view full policy](#)) based on our [Privacy Principles](#):

Provide notice when data is collected: The City will strive to provide citizens with detail on what data is being collected, why it's being collected, and how it will be used. In some circumstances the City may not provide notice before collection, such as in an emergency (e.g., during a 911 phone call).

Practice defined retention periods: The City will define how long it keeps your data, and will delete or anonymize your information following the retention period. How long we keep your data is defined in our [City data retention schedule](#) and state policy, but in general we keep most records for at least 2 years.

Minimize personal information collected: The City will strive to provide its services and maintain operations while collecting and retaining as little personal information as possible. We are constantly working to provide

Privacyfront page: Fall 2022

DIGITAL PRIVACY



Data Usage
Policies



Past Privacy
Decisions



Digital Privacy
Advisory Team

LATEST NEWS



People counting at community centers
Community centers are piloting how to track attendance to improve service hours.

[Learn more](#)

Figure 7 – Front page of the City's privacy webpages, in Summer 2022 and Fall 2022

In October 2022, the City was recognized by Government Technology magazine, winning its 2022 Excellence in Privacy Award for the City's outreach efforts. Moving forward, the EDP program is planning to mature from outreach to more interactive engagement with local Community-Based Organizations to discuss the needs for equity through data and privacy on specific topics including immigration, education, and employment.

Algorithmic Review process

As algorithms—often referred to as Artificial Intelligence (AI) or Machine Learning (ML)—become a part of more City processes, the EDP program is exploring how the City can evaluate their effectiveness and impact on equity. Algorithmic systems can often cost hundreds of thousands of dollars and impact several communities. By investing in an effective process for evaluating algorithmic systems before and after purchasing, the City can ensure that the systems are effective and improve City equity. Staff are piloting the review process with SJ311's translation services and is engaging broader City staff to refine the process.

Support the City Initiatives Roadmap and the Outcomes, Equity Indicators, and Performance Management Initiative

The purpose of the *Outcomes, Equity Indicators, and Performance Management* initiative is to improve the City's existing performance management capability across the City Service Areas (CSA), the City Initiatives Roadmap, and individual Department performance measures. A critical goal of this modernization includes embedding equity indicators into the performance management framework so that identifying, prioritizing, and addressing racial disparities becomes part of core service delivery for City leadership and staff. EDP will contribute to this initiative through Department engagement and capacity building, supporting the Neighborhood

Services CSA pilot, and supporting data management and CSA dashboard development to increase availability of and access to core services information.

CONCLUSION

The City continues to build on the data and equity foundational work initiated by the Office of Racial Equity, Mayor's Office of Technology and Innovation, and Information Technology Department. The maturity and advancement of the Equity through Data and Privacy Program is critical to support the City's desire of addressing service equity. While several goals were achieved and results were recognized, additional initiatives are underway to gain better understanding of community needs and develop the next goals to achieve higher results.

Key focus areas remain:

- Expanding Data Capacity to provide the necessary support to use data effectively by acquiring necessary data, establishing processes, and providing access to tools;
- Measuring Outcomes by identifying high impact areas and existing efforts by providing support to the departments in measuring performance; and
- Incorporating Equity and Privacy into planning by supporting City-wide efforts in measuring performance towards outcomes through equity indicators and by engaging and building trust with the community.

EVALUATION AND FOLLOW-UP

The Office of Racial Equity and Information Technology Department will report progress on Equity through Data Initiatives at future Smart Cities and Service Improvements Committee meetings as approved by City Council in the Smart Cities and Service Improvements Committee Workplan.

CLIMATE SMART SAN JOSE

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

PUBLIC OUTREACH

This memorandum will be posted on the Smart Cities and Service Improvements Committee agenda website for the December 1, 2022, meeting.

COORDINATION

This memorandum has been coordinated with the City Manager's Office, City Attorney's Office, Office of Racial Equity, and Information Technology Department.

COMMISSION RECOMMENDATION/INPUT

No commission recommendation or input is associated with this action.

COST SUMMARY/IMPLICATIONS

The Equity through Data and Privacy program is primarily funded by a grant from the Knight Foundation of \$750,000 for three years ending June 2024, and one-time funding of \$200,000 in 2022-2023 from the General Fund for Data Equity Staffing in the Information Technology Department. Minor additional costs are absorbed within existing departmental budgets.

CEQA

Not a Project, File No. PP17-009, Staff Reports, Assessments, Annual Reports, and Informational Memos that involve no approvals of any City action.

/s/
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/s/
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Information Technology Department

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