



# Memorandum

**TO:** HONORABLE MAYOR  
AND CITY COUNCIL

**FROM:** Jill Bourne

**SUBJECT: EDUCATION AND DIGITAL  
LITERACY STRATEGY**

**DATE:** May 2, 2018

Approved

Date

5/3/18

## RECOMMENDATIONS

It is recommended that the City Council accept the staff report on the Education and Digital Literacy Strategy and take the following actions:

- (a) Direct staff, in partnership with appropriate networks and leading agencies, to establish evidence-based quality standards for all programs that are City-funded, sponsored, or endorsed; align program standards with existing standards and program assessments whenever possible.
- (b) Direct staff to establish and convene an expanded learning collaborative network that engages City, County, community, and school agencies.
- (c) Direct staff to develop a draft policy in collaboration with stakeholders and return to Council for review and approval. The policy should clarify the City's role and intent in a policy statement that guides investment, establishes expected service delivery and reporting requirements.
- (d) Establish a clear framework for annual and programmatic reporting;
  - Establish the Library and Early Education Commission as the oversight commission for the City's education initiative;
  - Direct staff to recommend additional changes to the Commission's governing documents to establish the change in scope; and
  - Establish annual and programmatic reporting through the Neighborhood Services and Education Committee and the City Council.

## OUTCOME

The City Council will learn about the status of the Education and Digital Literacy Strategy, provide feedback on current and proposed efforts, and give direction regarding future policy, roles and governance, quality standards, and reporting expectations. City Council direction will allow the Library to proceed with implementation of the Education and Digital Literacy Strategy, development of an expanded learning collaborative, establishment of quality standards for City programs, and drafting of a City policy on education and digital literacy.

## **BACKGROUND**

On June 9, 2016, Mayor Liccardo issued a memorandum to the Rules and Open Government Committee, recommending that the City Manager be directed 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 June 15, 2016, the Rules and Open Government Committee “green lighted” this recommendation, which directed the City Manager to designate lead City staff to coordinate a strategy consistent with current priorities.

### **Education and Digital Literacy (EDL) and the Schools/City Collaborative (S/CC)**

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). On September 8, 2016, the Neighborhood Services and Education Committee was provided with a summary of the accomplishments of the S/CC from the 2015-2016 school year and new work plan priorities for the 2016-2017 year. On June 8, 2017, the Neighborhood Services and Education Committee was provided with a summary of accomplishments of the S/CC from the 2016-17 school year, featuring updates on related items including Joint Use and Teacher Housing Initiatives, and a draft 2017-18 work plan that reflects the priorities outlined in this memorandum.

### **My Brother’s Keeper**

In September 2014, President Obama invited local governments to join the My Brother’s Keeper Community Challenge with the goal that boys and young men of color are given opportunities to succeed. Mayor Liccardo accepted this challenge and in partnership the Silicon Valley Community Foundation, hosted the My Brother’s Keeper: San José Local Action Summit in May 2015 and a Local Action Convening in December 2015.

My Brother’s Keeper: San José is a commitment that the City of San José and Silicon Valley Community Foundation have made to boys and young men of color to eliminate the structural and racial barriers that hold them back and to build a community in which they may thrive. Through a collaborative and multidisciplinary approach, the following recommendations were made, representing a consensus strategy that engaged community, city leaders, and stakeholders:<sup>1</sup>

1. Development of a cradle to career **education and digital literacy strategy** that leverages existing City programs, resources, community leadership, and partnerships;
2. Utilization of data and evidence-based practice in program design and implementation;
3. Integration of the My Brother’s Keeper: San José Values into program design; and
4. Ensuring accountability through reporting and evaluation.

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<sup>1</sup> My Brother’s Keeper: San José Working Together to Ensure Boys and Young Men of Color Thrive: Local Action Plan, September 2016.

The My Brother's Keeper: SJ Values were established, as follows: identify and address instances of structural and racial bias; elevate restorative justice over punitive strategies; be inclusive of undocumented youth; apply outreach strategies that target populations; leverage technology to improve outcomes; and ensure cultural competency and community and family engagement.

## **Digital Inclusion and Literacy**

On November 13, 2017, the City Council unanimously approved the Broadband and Digital Inclusion Strategy, for which the Library is lead in facilitating the essential function of promoting digital access and literacy, particularly in service to youth and communities that experience barriers to access and inclusion. Specific follow up actions for implementation included: expansion of coding programs for youth; engagement of parents and seniors in digital literacy programming; and increasing the number of digital devices available for community use.

## **A City-wide Education and Digital Literacy (EDL) Strategy**

In the process of developing the EDL Strategy, we recognize that, while the City does not administer the work of our 19 public school districts, SCCOE, or the parochial and private school networks, the academic success of our youth is a significant indicator of the future prosperity of our communities. Furthermore, we acknowledge that the City already invests resources into programs and services that are intended to support educational attainment and development of our youth. We are also fortunate to have many existing or potential partners in organizations throughout the region that engage and support youth development.

Acknowledging this wealth of potential resources, the EDL Strategy provides an opportunity to maximize those resources by leveraging our strengths as a whole community, using data to assess progress and identify gaps, and realigning our assets where needed. In each strategic workplan area, some networks currently exist, some may be strengthened and better coordinated, and some may need to be established. Similarly, efforts to identify and collect data that improves the quality of learning experiences for youth may be available at programmatic levels, but may be improved through coordinated approaches and consistent adoption.

With this understanding, we approach our work by prioritizing the following values:

- **Equity** of access to quality educational experiences for all children of San José is essential and must be cultivated by actively removing barriers;
- **Opportunity** to experience a wide variety of educational options should be extended to all learners, connecting students to skills-based learning, mentors, and potential career pathways;
- **Quality** of program offerings must be illustrated through the establishment of standards for student learning and assessment of program efficacy; and
- **Accountability** to our youth and their families is the primary consideration when assessing any programmatic or resource investment in learning and education.

## **ANALYSIS**

The value of a city-wide approach to Education and Digital Literacy lies in the understanding that educational attainment is important for our residents, and that, as the City, we have the ability to influence improvements to educational opportunity and success. The quality of educational experiences and levels of educational attainment of residents have been shown to have cross-sector impacts in cities and communities across the U.S. Education is a key indicator in critical areas such as:

- **Per Capita Income.** “Nationally, each percentage point increase in the four-year college attainment rate increases metro per capita income by \$1,250.”<sup>2</sup> The San Francisco and San José metro areas are considered “super-charged,” where the income return on college is much higher than the national norm, but these jurisdictions also experience a higher cost of living.
- **Public Safety.** “The more educated a metropolitan population is, the lower its crime levels. To reduce violent and property crime levels in cities around the nation...policy makers should look towards educating the youth and increasing educational attainment.”<sup>3</sup>
- **Home Values.** “For \$1 spent on public schools in a community, home values increased \$20” indicating that “additional school expenditures may benefit everyone in the community, whether or not those residents actually have children in the local public school system.”<sup>4</sup>
- **Economic Development.** The availability of “highly skilled and educated workers are a top labor consideration for any company, making educational attainment a key site selection factor in location / expansion decisions.”<sup>5</sup>
- **Employment and Earnings.** The employment rate for young adults with a bachelor’s or higher degree is 88% compared to 48% for those who did not complete high school. The median earnings for young adults with a bachelor’s degree (\$50K) are 64% higher than those of young adult high school graduates (\$30.5K) and double that of high school dropouts (\$25K).<sup>6</sup>

The importance of quality educational experiences is well-documented, as is the fact that formalized education systems in the U.S. are challenged to meet the needs of all students, particularly for youth who are disadvantaged or marginalized by economic status, race, ethnicity, language, or geography. The City has an essential role to play in ensuring that quality learning experiences that support academic and personal achievement are accessible to all students. By augmenting the work of school districts and other leading community partners, this effort

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<sup>2</sup> Cortright, Joe, “The Talent Dividend: Updated,” City Observatory. November 12, 2017. (<http://cityobservatory.org/the-talent-dividend-updated/>)

<sup>3</sup> Gentry, Brian, Rishab Mokkapati, and Kiran Rampersand, “Impact of Educational Attainment on Crime in the United States: A Cross-Metropolitan Analysis,” Georgia Institute of Technology. November 17, 2016. ([https://smartech.gatech.edu/bitstream/handle/1853/56029/gentry\\_mokkapati\\_rampersad\\_educational\\_attainment\\_and\\_crime.pdf](https://smartech.gatech.edu/bitstream/handle/1853/56029/gentry_mokkapati_rampersad_educational_attainment_and_crime.pdf))

<sup>4</sup> Gorman, Linda, “School Spending Raises Property Values,” The National Bureau of Economic Research. March 27, 2018. (<http://www.nber.org/digest/jan03/w9054.html>)

<sup>5</sup> Crawford, Mark, “Educational Attainment Can Impact Location Decisions,” Area Development. Q4, 2017. (<http://www.areadevelopment.com/skilled-workforce-STEM/Q4-2017/educational-attainment-can-impact-location-decisions.shtml>)

<sup>6</sup> “Annual Earnings of Young Adults,” National Center for Education Statistics. April, 2017. ([https://nces.ed.gov/programs/coe/indicator\\_cba.asp](https://nces.ed.gov/programs/coe/indicator_cba.asp))

represents an investment in local youth and recognition of the value of education as a means of promoting social equity for our residents.

### **Key Educational Milestones and Opportunities for Intervention**

In structuring the EDL Strategy, staff developed a pilot approach and workplan that narrows the broad topic of education to focus on the following key educational development milestones that provide the greatest opportunities for meaningful intervention to improving student success outcomes:

- **Early Education - Entering School Ready to Learn and Succeed.**
- **Learning by Grade Level Proficiency – Expanding Education Beyond the School Day.<sup>7</sup>**
- **Pathways to Post-Academic Success – Graduating Ready for College and Career.**

The pilot EDL Strategy and workplan included an analysis of programming already provided by City departments and community nonprofits to which the City provided sponsorship or support. This workplan specifically addresses educational goals for youth, ages approximately 0-19, who are engaged in pre-school, school-aged, high-school, and college-readiness stages. Adult learning and education could potentially be the focus of a second phase of work, or a related strategy.

The following essential elements are considered in relation to each educational development area in the EDL Strategy:

- The Need in San José. Each strategic area must be analyzed by using local data to identify needs, evaluate potential solutions, and assess outcomes to determine success and make corrections.
- Coordination and Integration. Coordinated systems, formalized collaborations, and partnerships are proven to improve access to and increase the quality of educational programs.
- Standards and Quality Assessment. Quality standards that take into account differences in program intent and capacity are essential, as are tools for implementing regular assessments of program quality and alignment.

### **Early Education – Entering School Ready to Learn and Succeed**

During the first five years of life, children are developing rapidly physically, cognitively, and emotionally. This time provides the foundation for a child's future success in school and ultimately, in life. Research informs us that early detection and intervention for children who are not meeting developmental milestones can significantly improve outcomes and the need for long-term interventions. A child's readiness for school depends on meeting her/his comprehensive needs, which include: physical motor development, language and literacy, social and emotional development, and cognitive development. If a child enters school with deficits in

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<sup>7</sup> A related goal of ensuring that our communities experience digital inclusion and become digitally literate has been addressed and joint efforts will be embedded in the Education and Digital Literacy Strategy, but is not described separately in this memorandum.

these areas, recovery is likely to be extremely difficult. In fact, as much as half of school failure may be attributable to gaps in early care and development that existed before school entry. A child who starts behind is likely to stay behind.<sup>8</sup>

By contrast, children who received quality child care experiences:

- Score higher on tests gauging cognitive and academic achievement;
- Have better math skills prior to school entry, during Kindergarten, and at second grade; and
- Are less likely to engage in problem behaviors (ie. fighting, bullying, arguing).

### The Need in San José – Access and Quality

The goal for early education in San José encompasses two currently unmet needs that are interlinked, namely: 1) the lack of affordable quality childcare and preschool spaces; and 2) the lack of a system of coordinated assessment to ensure that all programs operate according to quality standards.

According to the *2017 Early Learning Facility Study*, generated by SCCOE, San José accounts for 75% of the unmet need for licensed preschools in Santa Clara County, with a gap of 2,743 child spaces. The gap in infant and toddler care is even greater, with an estimated 16,465 spaces required to meet the need. According to the Early Learning Master Plan completed by SCCOE, most of San José is designated as a “Child Care Desert,” a categorization determined by unmet need and the proximity of current licensed centers to elementary school and priority development for housing and transportation hubs. Providers have identified the following barriers to opening, maintaining, or expanding childcare/preschool services: high cost of land, cost of facilities and building improvements, local zoning or land use restrictions, difficulty obtaining a license, and a lack of local or state funding support.

While increasing the number of licensed early education spaces is a priority, the landscape of childcare also includes numerous unlicensed providers, such as family or relative care-providers, nanny/babysitters, Cooperative agreements in which parents share responsibility for child care, and license-exempt programs such as the City’s recreational preschool program. Regardless of licensing status, all programs that work with young children have the ability to provide a quality early learning experience, which is essential for their development and school readiness. A child’s readiness for school depends on meeting his/her comprehensive needs, which includes: physical and motor development, language and literacy, social and emotional development, and cognitive development.

### Coordination and Integration – the Early Learning Master Plan (ELMP) and Strong Start

In the area of Early Education, significant work has already been done to create a coordinated approach to improving the availability and measurement of quality childcare. The 2017 ELMP was developed through a year-long collaborative process led by SCCOE, with nearly 100

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<sup>8</sup> “Quality: What it Is and Why it Matters in Early Childhood Education,” Schuyler Center for Analysis and Advocacy. September, 2012.

community stakeholders. The ELMP presents a snapshot of the early care and education system in Santa Clara County and a roadmap for the future, addressing the needs of our community's children from birth to age eight, their families and the early care and education professionals who teach and care for them. Goals, milestones, and actions are identified to address the challenges in six major areas of early childhood education:

- Access
- Articulation, Alignment, and Data Systems
- Facilities
- Family Engagement
- Program Quality
- Workforce Development

City staff from the Library's Early Education unit have been engaged in the development of the ELMP and the related advocacy collaborative known as Strong Start of Santa Clara County. Strong Start is a coalition of community leaders, individuals, and organizations committed to expanding access to high quality early learning opportunities for all children from birth to age eight in Santa Clara County.

#### Standards and Quality Assessment – Quality Rating and Improvement Systems (QRIS)

While many different program types and models exist, the necessary aspect in all programs for children is the adoption of quality standards. The National Association for the Education of Young Children describes a high-quality program as providing “a safe, nurturing environment that promotes the physical, social, emotional and cognitive development of young children while responding to the needs of families.” A quality early education program includes the following elements:

- School Readiness. Children have the knowledge and skills to succeed in kindergarten and beyond.
- Environment. Classrooms are warm, safe, fun, and engaging.
- Effective Teacher-Child Interactions. Children have meaningful, supportive relationships with their educators and caregivers.
- Social-Emotional Development. Children are emotionally resilient and interact with peers and adults in prosocial ways.
- Health, Nutrition, and Physical Activity. Children are healthy and thriving developmentally.
- Program Administration. Centers and classrooms effectively support staff and families.
- Professional Development. Educators and caregivers are lifelong learners who are provided with and are committed to opportunities to improve their craft.
- Family engagement. Families are our partners in providing children with rich personal and learning experiences and are supporting in their critical role.

A QRIS is a method used to assess, improve, and communicate the level of quality in early care and education settings. The success of a QRIS for early education relies on the commitment to measurement, reporting, and improvement. Process measures are employed utilizing standardized tools to measure program quality and environment, and structural measures

examine caregiver characteristics (such as education and training), adult to child ratios, and class size.

A modified QRIS could be developed for license-exempt providers, thus raising early learning quality by creating a common definitions and standards, using ratings and assessments to provide opportunities for programs to demonstrate quality, and coordinating supports to help providers with compliance.

#### Early Education Action Items:

- Continue to engage with SCCOE and the Early Learning Master Plan to identify areas of opportunity to address the lack of affordable, quality preschool sites in San José and return to Council with recommendations for action, as appropriate.
- Develop quality standards for license-exempt early care and education programs, in partnership with City departments and community/government agencies, reflecting differences in program type and intent.
- Assess and align programs with the quality standards for their type of program; collect data on performance and report out annually through the Library and Early Education Commission, through the appropriate City Council Committee, and to the full City Council.

#### **Learning by Grade Level Proficiency – Expanding Education Beyond the School Day**

Grade level proficiency in key areas of reading and mathematics has been identified as a significant indicator of future academic success, and one which demonstrates clear inequities across communities based on ethnicity and income-level. Nationally, 67% of students are not proficient readers by the end of third grade; 80% of those students are from low-income households. Further, 74% of students who fail to read proficiently by the end of third grade struggle in later grades and often drop out before earning a high school diploma.<sup>9</sup> Without intervention, this problem exacerbates issues of intergenerational poverty, a widening achievement gap, and increasing high school dropout rates.

In its 2014 report, the *Aspen Institute Task Force on Learning and the Internet* called for “a shift from the traditional focus on one learning institution, the school, to a focus on the learner and all the places where there are opportunities to learn, like museums, libraries, after-school programs, and the home.” The report’s overarching recommendation was to build **learning networks** of both online and physical places to connect and spread opportunities for children and youth.

Children born into poverty in the U.S. experience, on average, 6,000 fewer hours in learning than their middle-class peers by grade 6. In particular, these children typically have far less access to the kind of innovative afterschool programs that teach 21st century skills. To meet the challenges

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<sup>9</sup> “Double Jeopardy: How Third-Grade Reading Skills and Poverty Influence High School Graduation,” The Annie E. Casey Foundation, 2012.



of spread, scale, and equity, the system of out-of-school-time learning must change at some level.<sup>10</sup>

### The Need in San José – Access and Alignment

The issue of grade-level proficiency impacts San José students across all demographics, but disparities between ethnic groups are significant, both proportionally and in number of students. For example, 30% of Caucasian third graders, 60% percent of black third graders, and 75% of Latino third graders tested below the standard for reading proficiency.<sup>11</sup>

Fortunately, San José is home to an abundance of afterschool and summer program opportunities that currently exist, which are offered by City Departments, school districts, non-profit and community-based organizations, clubs, and private providers. While individually impactful, these programs operate separately, frequently without connecting the child's experience to formalized school education, nor to other potentially beneficial program options. The development of a system that removes barriers, connects efforts on behalf of learners, develops and implements appropriate quality standards, and collects and reports data could be tremendously beneficial for both the families and the program providers in San José. Therefore, the goal for Learning by Grade Level Proficiency in San José is to expand learner access and program effectiveness by increasing collaboration in a networked expanded learning ecosystem.

### Coordination and Integration – an Expanded Learning Ecosystem

Programs for young people during expanded learning time serve a number of purposes that are critical to our city: bolstering skills needed for academic success, supporting workforce development, keeping our youth safe, and increasing civic engagement. However, these programs are operated by a large variety of providers, with disparate goals, networks, and funding streams. In San José, we have the opportunity to learn from other jurisdictions, which have recognized that coordinating these efforts may yield efficiencies while maximizing outcomes, allow for data collection and analysis, and effectively scaffold the positive learning experiences and wellness for youth. An expanded learning system would amplify the work of schools by maximizing learning opportunities during out-of-school time and realize the vision of our city as a classroom. Through a network of dedicated organizations, schools, and agencies, the challenges of access, opportunity, and quality may be addressed collaboratively.

In a multi-year study of the work of dozens of cities to advance afterschool learning systems, the Wallace Foundation identified four elements of success:

1. Leadership – Identification of major players who own the success of the system;

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<sup>10</sup> Remake Learning Playbook: <http://playbook.remakelarning.org/#essay-how-networks-can-transform-learning>

<sup>11</sup> My Brother's Keeper: San José Working Together to Ensure Boys and Young Men of Color Thrive: Local Action Plan, September 2016.

2. Coordination – A system may be coordinated by a single public agency, multiple agencies working together, a nonprofit intermediary, or a network of partners, depending on local needs;
3. Data – Gathering and sharing data on a large scale takes both technology to track and organize information and a skilled staff to interpret and act on it; and
4. Quality – Defining standards and assessments for measuring and committing to continuous improvement.

A learning collective in San José would build upon existing programs and cooperative partnerships, including the S/CC (19 school districts and SCCOE), the Santa Clara County After School Collaborative, the SJ Learns cohorts, and programs provided by City Departments, such as the Library and Parks, Recreation, and Neighborhood Services (PRNS). The City's role as convener would provide leadership to a citywide effort with a commitment to quality standards, broad participation, data collection, and equity across neighborhoods.

#### Standards and Quality Assessment – Creating a Baseline for Student Success

In developing an expanded learning collaborative, San José has the benefit of learning from the work of other cities where these efforts have been underway for more than a decade. Cities like Denver, Boston, Louisville, and Oakland are forging the way, and best practices shared by these cities will assist San José's diverse stakeholders to share the responsibility of our students' learning.

- Launched in 2012, the mission of Denver's After-School Alliance is to “develop a sustainable, citywide afterschool system to increase access to and participation in quality afterschool programs for all of Denver's youth in order to keep kids safe, inspire kids to learn and prepare them for the future.” This system is based in the conviction that quality programs have a measurable impact.
- The City of Boston launched Boston After School and Beyond in 2005. Over the past 13 years, Boston has seen an increase in opportunities being offered to youth and attendance has doubled. Boston's collaborative network developed a common framework that would unite its out-of-school time sector that focused on shared outcomes of high quality with indicators of improvement over time.
- The City of Louisville participated in the recent Harvard Graduate School of Education initiative entitled *By All Means: Systems Redesign To Promote Opportunity*. Louisville prioritized governance and realized the need for early, committed engagement and attendance of partners, structure, and process. They utilized pre-existing work and focused on strengthening trust to deepen cross-sector relationships. The City of Oakland participated in the same cohort and learned that having strong leadership in place at the outset was necessary to keep the collective impact work prioritized and moving forward.

According to research of 15 cities with afterschool systems, the Wallace Foundation concluded that there are three consistent strategies that appear to contribute to success:

1. **Starting Small.** Right-sizing efforts to embed new quality standards and assessment into a program network means building a limited set of goals for data collection and use and engaging a select set of key partner providers in piloting new systems and scale up.
2. **Ongoing Training.** The focus on professional development and tools for training may often be overlooked, but this strategy contributes to program quality and the ability for the system to consistently gain in impact over time, despite individual employee turnover in programs.
3. **Outside Help.** Assistance and partnership from external entities enhances the ability to collect data, conduct research, complete analysis, and achieve sustainability.

City-sponsored afterschool and summer programs already reach an estimated 30,000 youth annually (duplicated figure). The shift to embedding quality standards, assessment, and collecting data in City programs will allow us to create a baseline for understanding current program success. For example, SJ Learns 2.0 integrates learning from the initial SJ Learns pilot and emphasizes the use of evidence-based practice and outcome reporting. The recently launched Coding 5K Challenge represents this shift in approach, from offering a broad menu of coding/computer-science experiences to providing access to a select set of options, each with an evidence-based curriculum, learning outcomes, and assessment tools.

#### Learning by Grade Level Action Items:

- Implement SJ Learns 2.0 grant award process and school site programs.
- Build on the community of practice specifically for SJ Learns grantees to establish and convene a citywide expanded learning collaborative network.
- Coordinate City presence in the Santa Clara County Learning Collaborative with a focus on outcomes and identifying professional development opportunities for staff.
- Develop and adopt transparent quality standards, assessment, and reporting expectations for City-operated programs in partnership with school districts.
- Implement a pilot technology platform for coordinating and increasing access to quality expanded learning opportunities for youth across the citywide network.
- Identify systemic solutions for data sharing and collaboration.

#### **Pathways to Post-Academic Success – Graduating Ready for College and Career**

Every student should be able to choose a meaningful path upon graduating from high school, whether it be attending a community college or four-year university, launching a small business, or developing valuable trade skills. However, despite implemented standards required by the Elementary and Secondary Education Act (ESEA), many graduates leave high school without the skills or knowledge required to be successful either in college or on the job; and more students, unfortunately, leave high school without a degree.

#### The Need in San José – Reaching Youth At-Risk

The goal for creating Pathways to Post-Academic Success in San José is to ensure that potentially at-risk youth are connected with quality programs, and that these interventions reach

youth earlier in their school careers so that graduation and future success becomes an expectation. The high school graduation rate in Santa Clara County is 83.6%, slightly higher than the State average of 82.3%. However, this data broken down by race and socioeconomic status demonstrates a larger disparity. According to the California Department of Education's EdData website, graduation rates among Hispanic and Latino youth is only 70%, and graduation rates among Black or African American students is 78.8%. San José's My Brother Keeper report found a similar disparity, especially in students who identify as male students of color. English learners are twice as likely to drop out of high school as compared to native and fluent English speakers; in Santa Clara County, 40% of Latino students and 20% of Asian students are English learners.

In addition to these disparities, many students who leave high school with a diploma are still unprepared for the demands of either college or career. In Santa Clara County, only 53.6% of all high school graduates meet the California State University/University of California requirements upon entering their freshmen year of college, which necessitates taking remedial courses before pursuing transferrable credits or major prerequisites. These remedial courses increase the cost of a college education, often affecting those to whom college is already a financial burden.

While educational attainment is not the only factor in the success of an individual youth or community, school success demonstrates correlations to other issues, including the likelihood of youth to be involved with law enforcement. In Santa Clara County, a black youth is 6.4 times more likely to be arrested or cited than his white peer, and a Latino youth 3.6 times more likely.

#### Coordination and Integration – Connecting the Pathways of Intervention

In light of this need, several programs have already been developed over the past few years to improve graduation recovery rates, workforce development, and community college enrollment.

As a way of providing an alternative route to high school graduation for students who may have barriers to success in a traditional academic setting, the Santa Clara Office of Education's **Opportunity Youth Academy** is currently serving 200 students and providing work force training and employment opportunities in addition to academic services. The Library also offers an accredited high school recovery program, **Career Online High School**, with 75 students currently receiving scholarships. These efforts will increase the number of students achieving their high school diploma and ensure that they have the resources and skills to make the transition to community college if they so choose. Work2future serves approximately 200 youth on an annual basis. The comprehensive Youth Employment and Training program assists 18-24 year-old youth secure employment through work experience, intensive case management, training services, educational programs, and supportive services.

The City of San José, in partnership with the San José City-Evergreen Community College District and SCCOE, launched the **San José College Promise** in 2016. The program's immediate goal was to provide tuition waivers, scholarships, and wrap around services to new community college students. This work continues at the community college level, with San Jose

Community College, Evergreen Valley College, and West Valley Community College receiving funding from the California Community Colleges Board of Governors. Community college districts are working with high school districts such as East Side Union to offer dual enrollment programs, which allow students to take their remedial classes prior to high school graduation; allowing for a more seamless transition and reducing the cost of attendance.

Career pathways that do not require a college degree are also vital to the success of our students and our City. The **San José Works** (SJ Works) identifies, recruits, prepares, and places at-risk youth into a Summer Jobs Training Program. In partnership between the Mayor's Gang Prevention Task Force (MGPTF), the Office of Economic Development, The work2future Foundation, and the Silicon Valley Organization, the program launched in 2015 to provide a coordinated approach to offering job readiness training, counseling, financial education, and supportive services to local youth. Since its inception, more than 3,000 youth have participated in the program, and 2,100 youth have been placed in employment. The Silicon Valley Organization sourced more than 180 internships in career/occupation sectors, and \$120,000 in private funding was leveraged to support the program.

SJ Works 3.0 commenced in April 2017 and achieved the following results:

<b>SJ WORKS 3.0</b>					
<b>Program</b>	<b>Participants</b>	<b>Career Technical Education (CTE) Participants</b>	<b>MGPTF Participants</b>	<b>Program Completed</b>	<b>% Success</b>
<b>Summer 2017 Subsidized</b>	375	235	140	333	89%
<b>Unsubsidized 2017-2018</b>	550	NA	NA	457	83%
<b>TOTAL</b>	<b>925</b>				

SJ Works 4.0 is expected to launch in May 2018. Goals for the program include a total participant count of 1,000 youth, 375 Career Technical Education participants and 625 non-Career Technical Education Participants. Formalized connections to other key programs and initiatives, include SJ Promise, the National Foundation for Teaching Entrepreneurship and the SCCOE to better track program outcomes and assess program impact across a variety of student data such as truancy, attendance and grades as well as interaction with the juvenile justice system. Host sites include private employers and public sites such as community centers, libraries, parks, non-profit organizations.

With strong program components already underway, the City could potentially have the greatest impact by connecting partnerships to form a network of program providers, thus creating pathways for students to build their college- and career-readiness. As part of the expanded learning collaborative (proposed in the memorandum), the Library plans to extend pathways for

students in elementary, middle, and high school to improve their access and participation in high-quality readiness programs. In order to ensure success, a network of partners with representatives from City Departments, school districts, the County Office of Education, non-profits, and community colleges, working toward a similar vision is needed.

#### Standards and Quality Assessment – Creating a Network of Evidence-Based Programs

The development of an expanding collaborative/network provides the opportunity to remove barriers to access for youth, connect quality programs in a community of practice, and leverage technology solutions to share curricula and learning content citywide. Likewise, a network and shared platform provides the opportunity to share essential assessment and data collecting capabilities that make program success transparent. The Library will launch this platform in 2018.

#### Pathways for Post-Academic Success Action Items:

- Implement an online platform that facilitates the development and sharing of college and career readiness and identity development.
- Create closer collaboration with work2future and SJ Works by developing data sharing and program referrals between programs and Departments.
- Coordinate the development of SJ Promise with the County Office of Education, School Districts, philanthropic partners, and develop a medium term strategic plan that develops the City's role in SJ Promise and identifies options to develop a micro-scholarship program.

#### **Recommended Actions and Next Steps**

It is recommended that staff work with the appropriate networks, City departments, and leading agencies to develop evidence-based quality standards for all programs that the City funds, sponsors, or markets to the community. As discussed throughout this memorandum, shared quality standards provide the basis for program design, investment, and will guide decision-making about program direction and assessment.

To establish these quality standards, staff will work collaboratively with all program providers to ensure that the standards are established in partnership. Where quality standards and assessments already exist and are appropriate, staff will work to adopt those for the program, rather than create a new set of metrics and tools. If additional support or resources to successfully meet program standards are necessary, those resources cataloged for future investment. Program growth and assessment will be based on the standards and reviewed by the City Council on an annual basis.

Staff recommends encouraging greater collaboration among out of school time educational programming providers to promote peer learning and development. To do so, the Library proposes to build on the existing collaborative network currently managed by the YMCA of Silicon Valley and Region 5. As the existing coordinator of the Schools/City Collaborative and

the SJ Learns funding, the Library is well positioned to support the expansion of the existing collaborative and provide greater alignment to programming happening during the school day. If directed, staff will begin this work by engaging with the existing conveners to understand the charge and function of the collaborative, its goals, and work to expand membership, establish a workplan and expanded meeting commitment from partners, and perform a gap analysis to identify necessary resources and gaps in services.

Currently, the extent of the City's stated policy on education is City Council Policy 0-30: S/CC Policy. The existing policy establishes the structure, membership, and meeting frequency of the S/CC, but stops short of stating clearly what the City's interest, vision, or desired outcomes are in influencing educational outcomes for students. Staff recommends that the City Council direct staff to work with school districts, education providers, and the community to draft a comprehensive policy statement that clearly defines the City's role, expected service delivery for residents and partners, and reporting requirements for this cross-departmental initiative. Staff proposes using models from other cities, focus groups and feedback from school districts and education providers, and a variety of opportunities for community engagement to inform the draft policy.

Lastly, the Library is the sponsoring Department for the Library and Early Education Commission, which is comprised of 15 members, four of whom have significant subject matter expertise in early education. To ensure that the education initiative is accountable and transparent for the work being done, the staff recommends including this work in the Commission's scope, and return to City Council with any additional recommended changes to the governing documents to ensure that the Commission may fully engage on this topic in its advisory capacity. Staff recommends that annual progress and programmatic reports be considered at the Neighborhood Services and Education Committee before reporting to the full City Council.

### **EVALUATION AND FOLLOW-UP**

Staff will return to City Council with a draft Education Policy and an update of progress in establishing quality standards and deepening the engagement of partners in learning collaboratives in late 2018. Any resource needs associated with the implementation of the Education and Digital Literacy will be discussed again at this time.

### **PUBLIC OUTREACH**

The work included in this report was presented to the Library and Early Education Commission and posted on the City's website in advance of the May 7, 2018 Meeting. Robust public outreach will be conducted as the proposed Education Policy is drafted.

### **COORDINATION**

This report has been coordinated with the City Manager's Office, Department of Parks, Recreation, and Neighborhood Services, and the Office of Economic Development (work2future Program).

### **COMMISSION RECOMMENDATION/INPUT**

An update regarding the Education and Digital Literacy Strategy was provided to the Library and Early Education Commission on March 21, 2018. The Commission's feedback and input have been incorporated into this report.

### **FISCAL/POLICY ALIGNMENT**

These recommendations align with Council Policy 0-30 as well as the 2018-2019 Proposed Operating Budget.

### **COST SUMMARY/IMPLICATIONS**

There are no immediate costs or resource requests associated with this report.

### **CEQA**

PP17-008: General Procedure & Policy Making resulting in no changes to the physical environment.

/s/  
JILL BOURNE  
City Librarian

For questions, please contact Ann Grabowski, Library Department Chief of Staff at (408) 808-2170.