CONNECTED ELK GROVE:

A SMART CITY PLAN

JANUARY 2022
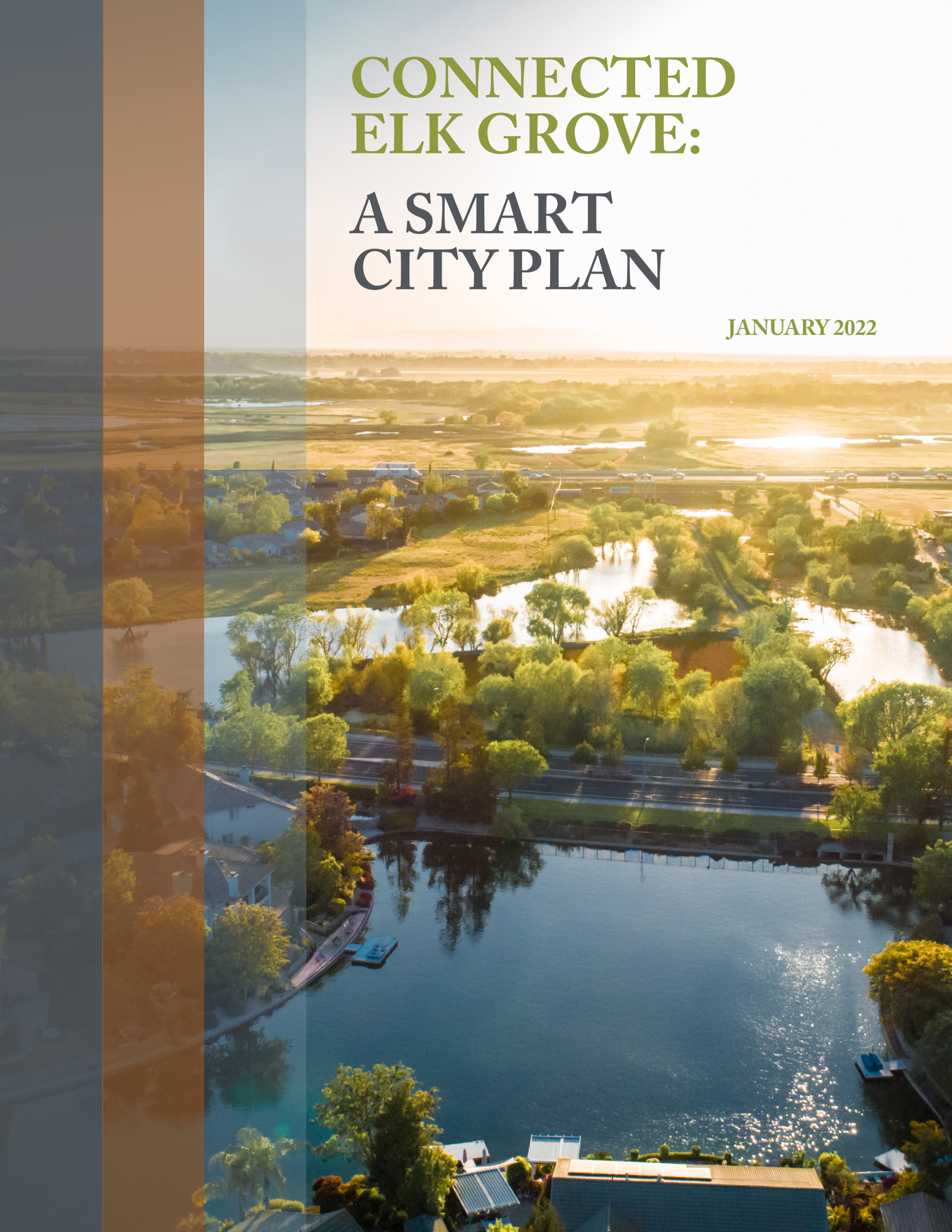
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Introduction

As the City of Elk Grove ("City" or "Elk Grove") grows, and the world evolves, new challenges and resources abound. The City is in a state of constant change requiring it to adapt, sustain, and reinvent the City's infrastructure, service delivery systems, emergency operations, and local economy. The evolving economy, changing environment, and rapidly advancing technology present both new challenges and opportunities for our shared future.

Connected Elk Grove is about taking the City to the next level. Just as the internet brought computing power and communication to new heights, new connections will unleash creativity and innovation. *Connected Elk Grove* is about creating stronger connections between City departments and systems, between the City and the public, and among Elk Grove residents.

What is a Smart City?

Practice

Data-driven

Innovative

Proactive

Outcome-focused

Collaborative

Accessible

A smart city is a practice, rather than an end state or physical entity. While the term "smart city" evolves, to Elk Grove it means inviting innovation in an inclusive and impactful way. The City is building on its mission to provide exceptional services that will enhance the quality of life for all residents, while promoting a thriving economy. In so doing, connectivity is the key to ensure that as the City grows, it does so intentionally and with support from the community, and taps into the unlimited potential for innovation among the City's residents, businesses, and non-profits. This plan helps achieve these goals by outlining the following:

- **Smart City Values and Principles**
- **Pillars of Innovation**
- **Policy Recommendations/Toolkits for Action**
- **Execution of Next Steps**

Importantly, this plan sets out to execute our vision:

> **Elk Grove's vision is to offer a superior quality of life for all residents.**
>
> **As a smart city, it practices proactive community engagement, data-driven decision making, and inclusive innovation.**

Smart City Values

Guiding the pillars of innovation and policy recommendations that make up *Connected Elk Grove* are the following smart city values and principles. These serve as this plan's "North Stars" and are intended to be embedded into every component of this work. By allowing these values and principles to guide the implementation of the plan, the City can ensure that its actions are consistently aligned with its desired outcomes. This means to strive for Quality of Life, for All; Resilience; Efficient City Services; and Innovation, in all that the City does. Thoughtfully and deliberately defining guiding principles for *Connected Elk Grove* creates safeguards against implementing technology for technology's sake; rather, technology is viewed as a tool or means to a desirable outcome - one that seeks to create a better community for all residents, businesses, and visitors.

Values

Quality of Life, for All

In line with the mission of the City discussed above, *Connected Elk Grove* drives the implementation of strategies and tools that strive to offer a high quality of life for all residents. By leveraging proactive engagement methods to better listen and respond to all communities; using data to make strategic decisions that better meet resident needs; and thoughtfully integrating technology and innovative practices to provide more effective and efficient City services, the City will ensure it is a desirable place to live, work, and play for all. Underscored in this principle are the values of equity, diversity and inclusion, which will continue to be a fundamental consideration in all decision making and a focus of *Connected Elk Grove*.

Resilience

Resilience is fundamental to *Connected Elk Grove* and the concept of smart cities. A smart city must be able to nimbly and quickly adapt to change, and be able to reinvent and repair itself, especially in instances where technology fails. Resilience can be seen in every facet of City government and within its communities - from creating opportunities for more efficient, streamlined City services, to future-proofing infrastructure to withstand the threat of climate change, to creating smart policies that help the City manage the impact of population growth in the region. Overall, *Connected Elk Grove* will consider how it can best use technology, data-driven decision making, and innovation to continue to evolve and thrive in a resilient and sustainable manner.

Efficient City Services

The City strives for excellence in the performance and delivery of services. When the City excels in serving its customers - the residents, businesses, and visitors to the City - it deepens trust and transparency between the government and communities, and helps provide a more consistent feedback loop to ensure a responsive government. As such, *Connected Elk Grove* will champion balancing innovation and technology with analog solutions and relationships to create efficient, effective, and personalized services. As part of this effort, *Connected Elk Grove* will build a culture of data-driven decision making that leverages data and predictive analytics as a core foundation to driving efficiencies.

Connectivity

Connectivity isn't just about access to the internet. Connectivity means feeling connected to your government, your community, and to the services they provide. As the City builds upon this plan, a key effort will focus on ensuring every person in Elk Grove has access and meaningful connection to the community.

Innovation

Promoting a culture of innovation is a cornerstone that allows a smart city to thrive. Innovation gives permission, both to City staff and residents providing input to the government, to think big, boldly, and creatively. While there is still an informed risk assessment for actions, valuing innovation says that Elk Grove will test new ideas and strategies, iterate upon them when necessary, and learn from the failure when they do not work. This method is how the City finds the right solutions that provide the community the high quality of life that its residents seek. Innovation comes in the form of testing new processes, policies, technologies, and projects in a way that encourages collaboration; effectiveness and efficiency; and lowers barriers to testing and participation, all while still promoting the public interest.

How To Read This Plan

Data-Driven Decision Making

Pillar:
Priority **area of focus** for the future of Elk Grove, as identified through interviews with stakeholders, Smart City Working Group sessions, and a review of current efforts.

1 Build a culture of using data to proactively make decisions

Goal:
Ultimate **outcome** the City aims to achieve within a given pillar to deliver a superior quality of life for all residents.

Staff Training and Network Development

Strategy:
Project or big-picture action that the City will perform in order to accomplish its goals. Some goals and strategies may thus overlap in language.

Develop an open data group

Tactic:
Discrete **task** or means of performing the strategy. Implementation and performance measurement of the *Connected Elk Grove* plan begins with the completion of tactics.

Building on Existing Efforts

Connected Elk Grove is not intended to live in isolation, but to build on a body of work and effort that has elevated the City to where it now stands. While it does provide specific strategies and tactics to key smart city areas, it is more so intended to build a practice in Elk Grove that will create an agile and innovative city.

The City of Elk Grove has a strong foundation to build upon. First, the City has meaningful community relationships already in place that will help execute upon this plan's goals. These partnerships include the Elk Grove Unified School District, the Sacramento Area Council of Governments, Sacramento County, the Cosumnes Community Service District, and others. The City has also created a portfolio of plans and projects to create the city of the future, including the General Plan, the Autonomous/Connected Vehicle Readiness Plan, the Traffic Congestion Management Plan (2019), the Community Mobility Resilience Plan, and an Open Data Policy.

In particular, two plans that should be closely integrated with the methodology, pillars, and policy recommendations of the *Connected Elk Grove* plan include:

Traffic Congestion Management Plan

As Elk Grove continues to grow, the demand on transportation facilities has increased and led to congestion. The objective of the Traffic Congestion Management Plan (TCMP) is to support the City's General Plan by better managing congestion (e.g. reducing delays, reducing the number of stops) and improving safety through innovation and technology. This maximizes efficiency, reliability, and sustainability of the road network for all users while reducing impacts on the environment.

Existing Elk Grove Innovation Projects

Public Affairs division bi-monthly print newsletter that is mailed to every household in the City (circulation of approximately 62,000)

Public Affairs e-newsletter reaching 1,300+ subscribers weekly that includes service notifications, new programs, upcoming events and activities, and other services

Continued refinement of Elk Grove City website, which in FY20-21 saw 932,061 unique visitors to the site and more than 3.3M page visits

Robust GIS capacity and data available for everyday internal use

Open data and interactive maps for public use, integration with County data

Dedicated office for Strategic Planning and Innovation

Development Services virtual permitting and plan review, including over-the-counter building permits

Police Department Real Time Information Center (RTIC)

Performance Indicator Program (formerly Performance Measures)

Asset management and implementation of a Computerized Maintenance Management System

Recycling and Waste Recollect app

SeeClickFix App collaboration between Public Works and IT

Intelligent traffic systems and adaptive systems

Office 365 implementation

Paperless Purchase Orders

Workplace of the Future strategy

Since the plan's publication in 2019, the City has invested in upgrading its traffic signal communication network Citywide, as well as safety enhancements like video detection, the replacement of traffic signal backplates with reflective yellow ones, and replacement of 8-inch signal heads with 12-inch heads. Elk Grove is taking a strategic and data-driven approach to prioritize corridors based on the need for congestion relief and connection to highways and neighboring jurisdictions.

Climate Plans

In 2019, the City updated its Climate Action Plan (CAP), which provides a strategy to reduce greenhouse gas emissions from existing and new development. The CAP promotes a mix of land uses and alternative transportation modes that reduce reliance on single occupancy vehicle trips, the electrification of building systems, and implementation of renewable energy generation. In furtherance of these strategies, the City is undertaking modifications to its operations to reduce its carbon footprint. This includes increased building efficiency at the new Animal Shelter and District56 complex, the installation of a solar photovoltaic array at District56, and installation of more electric vehicle chargers at City facilities.

How *Connected Elk Grove* Intersects with These Efforts

Rather than focus on any single issue, *Connected Elk Grove* builds the City's capacity to respond to issues like traffic or climate change in a way that reflects the voice of and involves the community and leverages data and technology to understand the issues at a deeper level and find solutions. In many ways, these earlier plans have laid the groundwork for *Connected Elk Grove* strategies, whether it is traffic signal upgrades forming the basis of an innovation district in Old Town Elk Grove (See Innovation and Technology Strategy #1) or Elk Grove's Environmental Efforts to Sustainability Storymap being an exemplar for using software and data to tell stories (See Data-Driven Decision making Strategy #1).

The City hopes that users of the plan, from City staff to residents to people who visit or transact business here, find even more connections between ongoing needs and efforts than the pillars of focus will detail in the following pages. It is all part of forming a cohesive smart city approach as Elk Grove continues to grow and evolve in the coming years.

Connected Elk Grove: Pillars of Focus

Proactive Engagement

Data-Driven Decision Making

Inclusive Innovation + Technology

Proactive Engagement

We all have competing demands on our attention. A practice of proactive engagement respects this reality by pushing out important updates in a timely manner over a range of mediums, making information accessible for residents to seek on their own, and setting expectations at the onset for what sort of input will be collected and what the follow up process will look like. In addition, this practice strives to make useful and meaningful data and community comments accessible to everyone so that greater transparency and trust is built into the civic decision making process.

Elk Grove already has much success in this area and many resources to build upon. The Public Affairs team produces a bi-monthly resident newsletter that reaches more than 61,000 homes and businesses and includes service notifications, new programs, and other relevant news and information. The City also pushes out a Week-at-a-Glance weekly email and maintains an Information Gateway, where City staff and residents can access raw data and explore interactive maps. City Council, Commission, and Committee meetings are live-streamed, and agendas are available in advance on the City website. The City has created the position of Community Engagement and Government Liaison Advisor tasked with supporting greater resident engagement in City decision making. In addition, the Strategic Planning and Innovation Division conducts regular resident satisfaction surveys to understand and respond to community needs and desires.

Still, there is more room to enhance communication with the community about the broad vision that Elk Grove is pursuing. And, when it comes to individual projects, City departments sometimes struggle to effectively engage all parts of the diverse Elk Grove community. Lastly, the City has found it challenging to demonstrate how community ideas and feedback have been collected, analyzed, and used to inform key decisions.

The intention of this pillar, therefore, is to continue to build on Elk Grove's robust community engagement efforts, while identifying new internal and external tools, methods, and techniques that help ensure more proactive, diverse, and targeted engagement as part of the smart city process and practice.

How does the City define proactive engagement?

"Cities have the capability of providing something for everybody, only because, and only when, they are created by everybody."

- Jane Jacobs

Proactive engagement is an approach to community engagement where cities make the first move to understand the issues and needs of their residents, property owners, business owners, workers, students, and visitors. Cities must continually reinvent their engagement strategy to stay inclusive and equitable, and encourage community participation in decision making processes. Rather than just reacting to change, proactive processes and actions are intended to anticipate, encourage, or effect change. In practice, proactive engagement means:

- Speaking to people who will be most impacted (more targeted outreach), whether it is by neighborhood, demographic characteristics, or shared interests

- Sharing and consolidating comments and ideas across different City departments to improve the sharing of interdepartmental knowledge, thereby better leveraging the impacts and cost-effectiveness of each department's engagement efforts

- Providing feedback to the community in the same or similar ways that the City initially engaged and being as thorough and thoughtful about distributing follow-up materials and summaries as the City is in providing the initial community engagement materials

- Collecting information across the City about what has and hasn't worked for engagement and in what context, and then incorporating these learnings into future engagement efforts

Goals

1   **Increase community participation and impact**

Intentionally democratize the community engagement process with City staff and the community at all levels in the engagement process. This includes providing staff with resources and support to create a consistent City voice.

2   **Engage the full community**

Reach people through a variety of methods and meet people where they are (in all realms of placement)—homes, schools, stores, parks, etc. This includes going to physical places that attract people (e.g., Farmers Markets, Multicultural Festival, 4th of July Salute to the Red, White & Blue event, Giant Pumpkin Festival, and local sports events) and digital spaces that provide connections (e.g., social media platforms, digital white boards, online neighborhood groups) as well as addressing various levels of literacy concerning particular topics.

3   **Provide a clear and integrated process**

Update and expand Elk Grove processes and tools to help people better access and understand policy and project discussions. This includes not only technology platforms, but also techniques like avoiding the use of jargon and complex materials.

4   **Seamlessly use both new technology and high-touch approaches**

The need to use a variety of engagement tools and techniques to ensure that the most voices can be reached and heard is an essential element to grow in the Elk Grove communication toolbox. While out of necessity the near-term focus of all communities has been on digital engagement, a blending of online and in-person engagement is necessary going forward to ensure inclusivity and equity in the decision making process. When seamlessly integrated, the combined high-tech/high-touch approach allows cities to gather tremendous data and information that can be compiled, analyzed, and evaluated in a consistent format.

5   **Make information accessible to all**

The community becomes fully engaged when they can see how their ideas and insights are being used to affect policy decisions and project implementation. Open data is a key starting point to gaining trust and ownership from the community. A fundamental component to this approach is cataloging, organizing, and reporting community comments in an open and transparent format.

Strategies and Tactics

Effectively engaging the full community is an iterative and ongoing practice. There is no one method or approach that ultimately ensures a proactive engagement approach. Rather, it is the thoughtful combination of a variety of tools and techniques that results in genuine community participation. The following section identifies strategies Elk Grove will use to truly become proactive as the City engages the community, uses community ideas and feedback, and provides, protects, and utilizes resident and other data.

Strategy #1: Pilot New Tools and Approaches

The City already uses creative methods to reach the broader community. There is opportunity though, to use more innovative tools and techniques to further reach into the community and ensure people who have not traditionally participated in City projects are more involved. The following are tactics related to initial programs or pilot projects that can be deployed to engage the community.

Tactics

Test virtual/augmented reality. Virtual and augmented reality are powerful tools being used to convey physical changes in a near real-world context. There are a variety of tools and software Elk Grove can use. As a starting point, the City may consider identifying a smaller-scale project that can be showcased in a highly active physical space over a long amount of time (e.g., more than one month).

Host a neighborhood placemaking event. One of the fundamental challenges facing all cities is how to effectively engage the community when there are multiple departments or projects asking for feedback in a particular neighborhood or place. Elk Grove will consider consolidating engagement activities for individual projects into one larger neighborhood-wide Placemaking Event. This approach has worked well for other communities (see City of Sacramento case study). It provides an opportunity for the community to be engaged in a broader discussion on placemaking and community needs, while also allowing City staff to get specific responses/feedback on individual projects.

Explore mobile engagement. One of the largest challenges facing communities is how to engage traditionally underserved, poor communities or older residents that do not have ready access to data or technology. While the ultimate goal is to increase technology access for all residents, there will always be a strong need to physically engage people where they live, work, study, or recreate. A proven method for doing this is to create a city mobile engagement vehicle.

Use storytelling maps. Storytelling maps are a great way to provide effective follow-up with the community following engagement events. In the near term, Elk Grove will create storytelling maps around the Census 2020 data to help frame actual data tied to community ideas and feedback.

Case Study: City of Sacramento Destination River District Placemaking Event

In 2018, the City of Sacramento was faced with an extremely challenging community engagement scenario. Six different public agencies and City Departments were all planning to hold community workshops for different individual projects within a two-month window. This included street improvement, new housing, light rail station, fire department, and landscaping projects being led by either the City of Sacramento's Planning Department or Public Works Department, the Sacramento Regional Transit District, or the Sacramento Housing and Redevelopment Agency. The problem was that all these projects were in the same neighborhood—the River District.

At the time, the City did not have a point person/lead department that was responsible for coordinating engagement events. By chance, the City's Economic Development Department realized all these various engagement efforts were being planned during approximately the same time. To create a seamless engagement process and to not over-burden or confuse the community with a half-dozen workshops, the City worked with the other public agencies to create a "Destination River District" event. The large open house style workshop included a guidebook for all participants, stations that provided information on each individual project, and a station that included a free-flowing exercise on placemaking strategies. Since the goal was to gain community input on all of the projects and changes, this format worked well to allow participants the opportunity to learn about each project, provide thoughtful feedback, and understand how information/comments were being used.

Photos by Dan Amsden, MIG
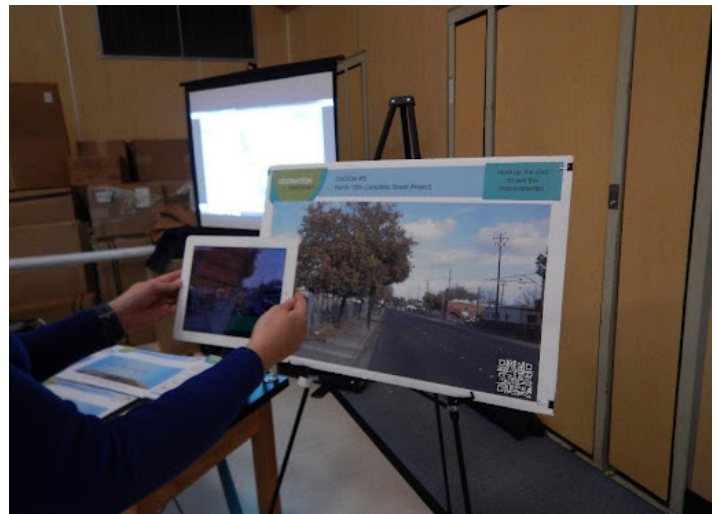
Strategy #2: Maintain a Repository of Engagement Tools and Techniques

One of the key objectives of proactive engagement for the City of Elk Grove is to develop a suite of proven tools and techniques that can be used by all departments based on the engagement they desire for a specific project or program. There is also a need to ensure the City is coordinating engagement efforts across multiple departments and with partner agencies to: (1) not unnecessarily duplicate efforts; (2) ensure community comments are collected, organized, and used; and (3) ensure there is a consistent process in place for community feedback on how comments were used. The following tactics will help create a City database and ensure engagement efforts are coordinated, efficient, and beneficial to the community.

Tactics

Create an internal City Tools and Best Practices database. Create and maintain a Citywide database of engagement efforts, tools, and best practices. The City will collect this information initially from staff based on recent projects that had successful engagement efforts and use these best practices to create an internal database of engagement efforts and tools. This information could flow to a website like in the Burlingame ePlan case study, with various options of filtering and sorting to help plan engagement for new projects. In parallel with this database, establish a network internal to the City to share ideas and information with new practices and technologies.

Manage an interactive City Events Calendar. Create a linked interactive calendar that is viewable by all City staff and decision makers to help organize activities, schedule attendance, and confirm roles during events. This will be a shareable calendar with a point person to confirm activities and attendance.

Communicate Community Engagement updates via an internal eNewsletter. An internal engagement newsletter for all City staff led by the City Manager's Office will help showcase engagement activities and let all departments know what events took place and what data/comments are available. This can become a valuable resource for City staff and an opportunity for reflecting on how the engagement went. These communications may be a part of the existing monthly City Manager newsletter.

Consider a Community Participation Toolkit. A community participation toolkit, also led by the City Manager's Office, can be used "off the shelf" to help plan and execute engagement events. These toolkits will also help guide City staff to find the right engagement approach for their specific project while supporting a consistent Citywide voice. Fortunately, Elk Grove does not need to develop a toolkit from scratch. Existing resources such as Raleigh's Public Participation Playbook or Atlanta's Community Engagement Playbook are meant to be used and built upon. When it comes to the limited resources of time and money, departments may find it helpful to leverage Community Ambassadors, which Elk Grove has explored when engaging around a recent sales tax proposal.
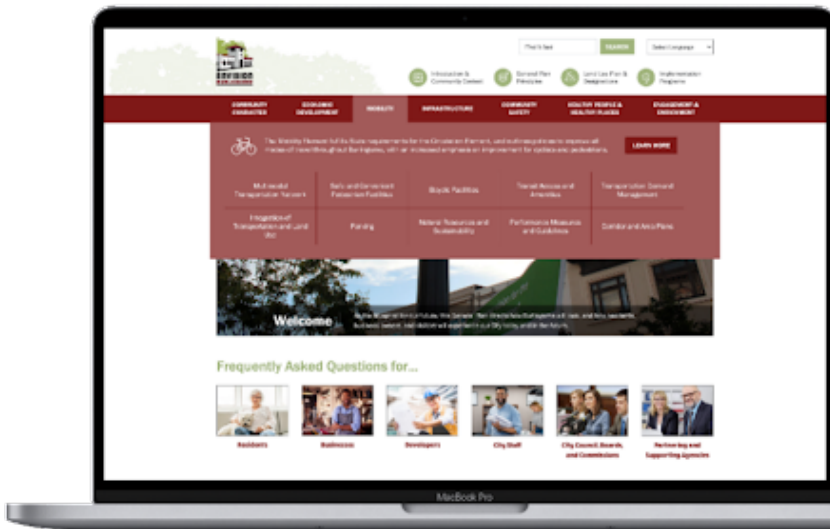
Burlingame ePlan Website: www.envisionburlingame.org

Case Study: Interactive ePlan, Burlingame, CA

The Burlingame ePlan is a native digital version of the City's recently updated General Plan. Most cities post PDF versions of their plans online; however, Burlingame chose to take advantage of the unique engagement and personalization features inherent to a digital-first approach. These personalization features include an FAQ that highlights the relevance of the plan for each major stakeholder group (e.g., residents, businesses, developers, etc.), the ability to quickly find updated information on what the city is doing to implement the plan, a dynamic glossary tool that helps readers understand technical terms, and a cost-effective export filtered programs tool for City staff to include in their reports.

This type of technology can be applied to any form of City plan, regulation, or code. The true power of this digital approach is that it allows decision-makers, staff, and the community to easily query information, print excerpts and summaries (digitally or physically), and identify whether a policy or program has been implemented. It has shown to be an effective tool for improving people's understanding of local agency policies/programs and providing greater transparency (and accountability) in the decision making process and city operations.

Strategy #3: Focus New Efforts Towards Traditionally Low-Engagement Areas/Groups

One of the challenges Elk Grove has faced is around effectively reaching a diverse audience. This is a common issue for many mid-size or larger cities. Efforts around data-driven decision making can overlap with proactive community engagement in this regard, by using City data and maps to better target community engagement. For example, Census data on household language could provide insights on a potential cause and solution for low engagement. Voter turnout data from Sacramento County or Elk Grove customer service data (see Call Out Box: The Value of Resident Data) may also be used as a proxy for engagement to better target outreach.

Tactics

Leverage local networks and existing community engagement efforts. Build on the variety and depth of existing community involvement initiatives in Elk Grove to engage the public effectively and efficiently. This work will include tapping into community-based networks of local leaders and groups to connect with a wider range of community members. Specifically, leverage the deep community connections, networks, and trust provided by organizations such as Elk Grove Hmong Americans, Sacramento Punjabi Cultural Society, and others.

Identify barriers to participation. Cultivate an understanding of existing or potential barriers to the full participation of all community members, particularly communities of color and low-income populations. Analyze Census data to identify community engagement target areas within the City based on a variety of metrics (e.g., educational attainment, income, ethnicity, tenure in Elk Grove, etc.). Use this information to proactively tailor engagement materials and methods for these communities.

Create opportunities for inclusive and equitable participation. Elk Grove will provide multiple and varied opportunities for a broad range of community members, businesses and interest groups to share meaningful input. This engagement will focus on all neighborhoods throughout the City, and unique methods will be designed to specifically engage communities that have not traditionally participated in planning efforts, including disadvantaged communities, youth, and limited-English proficient communities, and address barriers to participation identified above.

Build civic engagement capacity. It is critical to build the long-term capacity for civic engagement around development, growth, and community design. Elk Grove will build social capital and support those engaged through the process to stay involved and share not only concerns and issues, but also solutions and strategies necessary to implement the City's priorities.

Tactics (cont.)

Establish community participation success metrics. It is important to clearly identify metrics for how the City will identify engagement successes (e.g., identifying what success looks like). The City will establish an internal set of key metrics that will be used to identify the effectiveness of individual and/or collective engagement efforts. The following are initial objectives that should be complemented by a set of metrics:

- *Accessibility.* The community involvement process will be accessible, understandable, and welcoming to all who wish to participate.

- *Reach.* The community involvement process will involve and inform as many members of the public as possible.

- *Diversity.* Participants will reflect the diversity of age groups, ethnicities, incomes, geographies, and special needs of Elk Grove.

- *Impact.* Participation will influence and inform City decision making processes.

The Value of Resident Data

Elk Grove is establishing a resident service request app called "SeeClickFix" as a collaboration between the Public Works and IT departments. The app will enable residents to report issues and needs such as bulky item pickup, illegal dumping, or traffic safety suggestions like crosswalks. In addition to providing direct insight into residents' needs, the data the system collects can also be used to understand broader trends. For example, does the number of requests across Elk Grove's geography correlate closely with population? How about per capita income? Are some areas more inclined to submit service request tickets than others? Is there other City or Census data that the City can merge with service request data to understand if higher resident engagement is reflective of greater need versus greater willingness or capacity to engage with the City in general? These insights can then be used to direct other resources accordingly, whether that is public works service or educational outreach.

Strategy #4: Increase Transparency in the Decision Making Process

Ensuring an "Open Governance" structure allows the community to understand the decision making process in an accessible, inclusive, and transparent format. Like the City's existing OpenGov financial reporting platform, new tools can be deployed to follow the trend of making information and data available to the public in new, engaging, and open formats.

Tactics

Standardize engagement processes. Establish a standard operating procedure to notify the Community Engagement Manager in advance of departments reaching out to residents and leverage the expertise of the Community Engagement Manager in developing an effective engagement plan. Some engagement efforts will be smaller or targeted and can likely be conducted without the Community Engagement Manager. However, to the extent possible, engagement efforts should be coordinated. This will reduce confusion or inconsistent messaging from the City. To this end, Elk Grove will create engagement templates and processes that will be used by all departments conducting larger engagement efforts. Building a consistent approach will also help the community better understand what to expect and what their level of time commitment will be in ongoing engagement activities.

Report back to the community. The City's Office of Strategic Planning and Innovation, through the Community Engagement Manager, will work with multiple departments to create feedback loops between the City and residents that include resident input opportunities that are not project-specific. This can be done through an online interface that shows all community comments and ideas, while also organizing consistent themes. This approach will allow the City to effectively show that comments were received and how common themes and major take-aways were identified.

Establish decision making protocols. Establish protocols for sharing decisions made using public comments and input. Prepare summary reports for engagement events and distribute to all departments. This will help each department understand what the community is saying or is concerned about in an organized way. It will also make the engagement process much more efficient for City staff while providing a simpler and more transparent process for the community.

Execution

First Action Priorities / Quick Wins

It is important to start the proactive engagement process quickly upon adoption of *Connected Elk Grove*. From the tactics that are provided above, the following are potential "quick wins" that may not require extensive staff time or financial resources:

- Create an internal City Tools and Best Practices database
- Manage an interactive City Events Calendar
- Identify barriers to participation
- Establish community participation success metrics

Potential Partnership Opportunities

In addition to the above tactics, it is also important for the City to continue to form and grow partnerships with key community leaders, organizations, and influencers. Elk Grove already has a robust network of community and other agency partnerships, but it is always helpful to expand past the usual voices that provide most of the community feedback. A key objective of proactive engagement is to reach people who do not traditionally participate or know how to participate. The following is an initial list of potential partnerships that will be started and/or grown as part of the smart city effort.

Cross-City Department

- City Council
- Police Department
- Operations and Maintenance
- Capital Improvement Program
- Development Services

Other Public Agencies

- Cosumnes Community Services District
- Water District
- Sacramento County
- Sacramento Area Council of Governments
- Sacramento Regional Transit District

Schools and Colleges

- Elk Grove Unified School District
- Parent Teacher Organizations (PTO)
- Los Rios Community College District
- Sacramento State
- UC Davis

Potential Partnership Opportunities (cont.)

<u>Neighborhood Groups and Organizations</u>
- Homeowners Associations
- Senior Center of Elk Grove
- Non-Profit Grantees and service organizations

<u>Business Community</u>
- Chamber of Commerce
- Business Groups
- Local Small Businesses
- Valley Vision
- Greater Sacramento Economic Council (GSEC)
- Explore Elk Grove

<u>Media</u>
- **Magazines**: Ardent, BeLocal, Comstock's, Edible Sacramento, Outward Magazine, Sacramento Magazine, Sactown
- **Newspapers**: Elk Grove Citizen, Sacramento Bee, Sacramento Business Journal, and Sacramento News & Review, Sacramento Observer, Russian Observer
- **Online Media**: CALmatters, Capitol Weekly, and Sacramento Press, Elk Grove Laguna Forums
- **Podcasts**: Biz in the 916, Creating Your Own Path, Entrepreneurs Unlimited, For All Intents and Purposes, The Friendship Podcast, The Junior & Leo Show, The Modest Podcast, Retro Buyer's Guide, and Serious Talk, Elk Grove Citycast
- **Radio**: Capital Public Radio, NewsRadio, and KFBK
- **Student Media**: The Connection (Cosumnes River College), The State Hornet (Sac State), The Express (Sacramento City College), and The Aggie (UC Davis), Franklin and Consumnes Oaks High School news outlets
- **Television**: KVIE PBS Channel 6, KCRA NBC Channel 3, KXTV ABC Channel 10, KOVR CBS Channel 13, KUVS Univision Channel 19, and KTXL Fox Channel 40, CrossingsTV, Punjabi Mail USA

CITY OF ELK GROVE
CITY HALL

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Data-Driven Decision Making

Data-driven decision making is not something that the City does once or in one area, but rather is a consistent practice that encompasses the entire organization. This is called building a culture of analytics.

This culture springs forth when data is accessible, reliable, and relevant to the decisions at hand. Elk Grove already has a strong data foundation through the Information Gateway and GIS portals, as well as story-maps that go beyond raw data towards stories that inform in context. Transparency in publishing open data is good for building trust as an end in itself, as discussed in the Proactive Engagement pillar, but there is more that the City can do to put data to better use. The strategies below seek to build stronger system integrations, make data collection and maintenance more sustainable, and empower all stakeholders to ask analytical questions and tell more compelling stories through regular communication and capacity-building channels.

The expected impacts of developing this culture of analytics and transparency include enhanced efficiency by cutting down on public records requests, better operational decisions that are based on useful, up-to-date information, and greater resident engagement and innovation, as information becomes more accessible to everyone.

How does the City define data-driven decision making?

"It is more important to know where you are going than to get there quickly."

- **Isocrates**

Data alone may not provide the answers for decision making; in fact, it can raise more questions than when consideration of an issue started. It is, however, invaluable in shedding light on how the City should be prioritizing or thinking about issues. Elk Grove will pursue data-driven decision making by:

- Measuring what matters, even if it is difficult or takes time to determine a proxy
- Sharing open data and performance metrics, which builds trust and encourages better communication across staff levels, departments, and the public
- Using data to inform planning and decision making at all levels
- Asking better questions to identify problems, create efficiencies, and optimize City services

Goals

1 Build a culture of using data to proactively make decisions

Habitually monitoring and asking questions of data helps to surface issues earlier, explain decisions to residents, and ultimately, leads to a more informed and strategic direction. Monthly open data work group meetings, formal trainings from the IT or GIS departments, as well as City software vendors, and ensuring staff have the correct access to digital tools such as story-maps or the performance indicator platform can all help to promote culture change through a mix of structured and decentralized empowerment.

2 Design a clear data governance strategy

A good data governance strategy means that IT and GIS experts as well as departmental data owners understand their roles and responsibilities. For example, data owners may be responsible for updating metadata and ensuring their data is up-to-date and accurate, whereas the GIS team may provide support with automation to Elk Grove's GIS portal.

3 Create efficiencies and optimize City services

Use data to understand how resources are allocated and where there may be opportunities to redirect resources to provide better service. For example, data on how residents used newly deployed digital portals like Elk Grove's Over-the-Counter Building Permits and Online Payments can help to improve the design of those services and make the case for additional investments in similar use cases.

4 Identify problems and build data competency

Embrace problem identification, as solving problems is easier if the City understands the issue. While using data is not the only way to identify problems, data can highlight areas to explore, such as if changes start to occur in crime activity, foreclosure rates, or traffic flows. Tools are needed to examine and interpret such trends.

Strategies and Tactics

Strategy #1: Staff Training and Network Development

Building the human infrastructure to ask and answer analytical questions that inevitably cross departmental boundaries is key to building a culture of using data to inform decision making. These tactics will help to pursue the balance of structure and openness in which a culture of Citywide data-driven analytics thrives.

Tactics

Identify a data champion in the City. While there already is a growing cohort of data experts and enthusiasts throughout the City, the data champion is a vital role to connect these disparate people and projects. This person will coordinate meetings and lead the open data group (see Strategy 1, Tactic 2), supervise Citywide efforts like the data and systems audit (see Strategy 2), and be an advocate for data and transparency across the organization as well as in interfacing with the public. The data champion will work closely with the City's Chief Information Officer and City Clerk's office for broader aspects of data management and sharing, such as cybersecurity and records requests.

Develop an open data group. The data champion should invite staff across multiple departments to meet regularly to: 1) learn from each other; 2) quickly establish Citywide processes for data management and open data refinement; and 3) get excited about using data to proactively make decisions. As Elk Grove begins to use its data more regularly, both technical and governance-related questions will inevitably arise. Having a standing forum enables the cross-departmental communication needed to produce better data, meaningful analyses, and, ultimately, decisions.

Ensure adequate data resources. Many cities find that open data directives do not live up to their promised potential because there is not enough dedicated staff time for data management, quality assurance, and tracking of performance indicators. The expansion of management analyst positions throughout the organization may be one avenue to providing the necessary oversight and operation of the data.

Highlight: Elk Grove Capital Improvement Projects Interactive Map

The Capital Improvement Projects map available through the Elk Grove GIS portal is an example of leveraging existing tools and data to bring life to data that others in the City can follow. It contains detailed information about projects including the current phase, budget, and schedule. It also organizes all of the data in an at-a-glance view to help with a broader understanding of what is happening in the City. For example, it contains information demonstrating where Elk Grove is investing resources over the next five years, and what phase a project is in.

The tool came about as a collaboration between the City's Capital Improvements division and the GIS team, with input from Public Affairs. It has seen a number of improvements over the years, such as the inclusion of direct embeds of images and phase information in the sidebar rather than links to static PDFs, and a more automated maintenance workflow. It is one of a number of interactive mapping tools available on ElkMap that enable residents, businesses, and staff to explore topics ranging from the General Plan to the public art that exists throughout the City.

	Planning	Design	Bid/Award	Construction

Details

Total Budget	$7,247,530
Project Manager	Rick Navarro
Designer	Bennett Engineering
Contractor	
Last Updated	2021-10-15

Schedule

	Dates
Begin Design / Environmental	01/23/2018
Draft Environmental Document Circulated	12/17/2019
Approve Environmental Document	09/23/2020
Begin Final Design	04/22/2019
Design (100% PS&E)	03/22/2021
Begin Right-of-Way	09/07/2020
End Right-of-Way	05/07/2021
Advertise	12/13/2021
Bid Open	01/18/2022
Award	02/23/2022
Start Construction	04/15/2022
End Construction	10/26/2022

•Future dates shown in the schedule are approximate only.

Capital Improvement Program
5 Year Plan

Find a Project or Address

Legend

Projects
- Planning
- Design
- Bid/Award
- Construction

Project Information

(1 of 1)   Clear

Arterial Roads Rehabilitation and Bicycle Lane Improvements
WPR014

The project will rehabilitate or resurface pavement on portions of Waterman Rd. and Elk Grove Florin Rd. and provide class II bike lanes. Also included are a mid-block pedestrian crossing along Elk Grove-Florin Rd. and a new sidewalk along one section of the west side of Waterman Rd.

Strategy #2: Enhance Availability and Usefulness of City Data Through a Data and Systems Audit

A data and systems audit is a strategic first step for Elk Grove to assess gaps and needs in its data catalog and the tools that staff may use to analyze this data. While there may ultimately be a need to explore new tools for better automation, analytics, or visualization, there is also a lot that already exists but goes underutilized.

Tactics

Focus on high priority datasets. The US Open Data Census and National Community Survey offer national standards to prioritize commonly requested public information and benchmarks against other cities. When appropriate and possible, Elk Grove will not only upload these datasets to the GIS portal or Information Gateway, but also automate the data to reduce time dedicated to maintenance and ensure up-to-date information.

Reduce clutter to make it easier to work with data. The data audit is not simply about identifying additive needs. Municipal data catalogs often have a lot of duplicates and items that are no longer used that make it difficult to know the source of truth. The data champion(s) leading the audit should identify no longer needed items and provide guidance to departments on proper removal from the catalog, such as deleting or archiving (consistent with City policies and state law for records retention), to enable cleaner datasets both internally and externally. On the systems side, Elk Grove can potentially save money if there are IT programs that are no longer used or where there is an opportunity for consolidation across departments. The IT department should lead decisions on software consolidation or reduction based on the results of the audit.

Review sensitive data. The audit is an opportunity to investigate how any sensitive data is collected and stored, in compliance with Elk Grove's privacy principles and state and federal law. For instance, there may be sensitive data that has not been recognized as such, in which case the data champion or IT department should coordinate with the departmental owner to ensure data is properly anonymized when stored. This is true even when data is not published on the open data portal, as it may still be requested through a public records request.

Ensure that every dataset has a departmental owner. This is an important step to lead into the next step of a data governance strategy.

Case Study: DataSF's Decentralized Data Inventory Process

San Francisco's open data portal, DataSF, offers helpful resources, including a [Data Coordinator Guidebook](#), that Elk Grove can use to complete its data audit as well as develop its data governance standards and documentation. Their data audit, or inventory, is ongoing and department coordinators are instructed to download a standard template, conduct the audit for their department, and submit the information to the centralized open data champion in the City.

The instructions for completing the audit are written in approachable language and there are accompanying examples as well as an instructional video as an alternative means for getting the information. These resources are free to use and may require little modification to work for Elk Grove.

It is also worth noting that despite San Francisco being well-resourced, the data office had a very limited budget. The team, which was just two people at the start of the inventory, relied heavily on process and using existing tools to coordinate with 52 departments. Their top lesson learned was the importance of having a point of contact who can shepherd the process within each department, as they are closer to the data stewards. DataSF's initial inventory took about nine months to get to "good enough" and then they had an annual update process that was not too onerous or templated.

DataSF   OPEN DATA   SHOWCASE   PUBLISHING   ACADEMY

Browse Resources

Video
🎥 Data Coordinator Inventory Tools Webinar

Open Link

This webinar covers the tools available for San Francisco Data Coordinators to complete the dataset inventory.

Template
⚙ Data Inventory Template

Download Excel

Excel template for completing the dataset inventory. Note: You must enable macros for the template to work.

Template
⚙ Data Inventory Example

Download Excel

Example of a completed dataset inventory from the Airport.

Strategy #3: Develop a Data Governance Strategy

Within the open data group, which is inclusive to anyone interested in data, there should be a governance sub-committee to work through governance-related questions that arise and report back on strategy. Fortunately, Elk Grove already has resources and standards to begin to form the strategy. Currently, the Open Data Policy details the assignment of responsibility across the City to departments (which each have an Open Data Coordinator) and the City Clerk's Office (which collects dataset requests to the open data portal). The governance strategy will offer more explanation and support for the participants in the open data program to fulfill their respective roles, and can help to identify needs in capacity and resources.

Tactics

Clarify expectations for departmental owner responsibilities. These may include quality assurance to ensure that data is accurate, filling in metadata, and responding to questions submitted through the open data portal. The governance documentation should also contain definitions and examples for the required metadata fields.

Clarify responsibilities for the IT and GIS departments regarding centralized data support. For instance, these teams should help assist staff with learning how to analyze reports and use storytelling tools, and partner on automation.

Discuss and document major governance questions with the open data group. This resource from GovEx Labs lists topics to help guide Elk Grove to develop a governance strategy, including data access and infrastructure, quality and standards, and sub-committees to help facilitate decision making.

Strategy #4: Performance Indicators and Management

As the adage goes, what gets measured, gets managed. Managing key performance metrics, or indicators, can be incredibly useful for enabling better communication between staff and leadership about issues and successes. This exercise is not about punishing individual or team performance, but rather about identifying what is working and where support is needed. It should be a cycle of (1) serving operational owners by getting useful information; and (2) supporting operational staff by identifying challenges and deploying resources to improve performance. Technically, for the process to be sustainable, the collection and management of performance metrics also needs to be one that owners can easily maintain over time.

Tactics

Identify a performance management champion(s). For greatest success, there should be both an executive leadership champion and a staff champion for performance indicators. The leadership champion, such as the City Manager, is important to frame the purpose of performance management and encourage meaningful and honest metrics even if there is room for improvement. The staff champion assists departments with the logistics of developing, updating, and interpreting performance metrics, and manages the cumulative display through a centralized portal.

Engage the newly-established data group across multiple departments. Performance metrics are high-value datasets that can be used to drive decision making. Cross-departmental discussion of trends or outliers in the data should be regularly encouraged.

BklynSTAT Homepage

Bklyn Public Library — Homepage Catalog Get a Library Card

FY2021 YTD
Click on a metric for details

Filters

Locations:

Branch
(All) ▾

Region
(All) ▾

Visits

892,328 **-83%** vs FY20 YTD

Programs FY19 YTD vs FY20 YTD

Sessions

49,314 (FY 2020)
11,762 (FY 2021)

Attendance

1,184,160 (FY 2020)
739,197 (FY 2021)
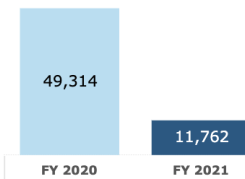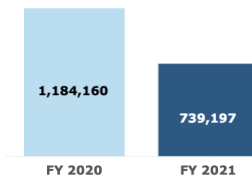
Circulation

5,002,295 **-43%** vs FY20 YTD

1,548,162

New Card Creation (FY19 YTD vs FY20 YTD)

FY 2020 — 115,908
FY 2021 — 70,391
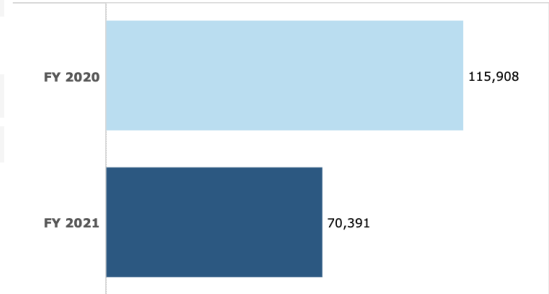
BPL Culture Pass Reservations By Institution (FY21 YTD)

Brooklyn Botanic Garden | The Museum of Modern Art

WiFi Sessions FY19 YTD vs FY20 YTD

FY 2020 — 1,284,033
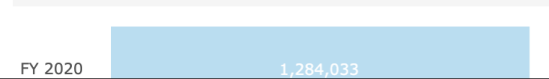
Case Study: Performance Management at the Brooklyn Public Library

Brooklyn Public Library is a 1,200-person organization dispersed across 60+ sites. As the organization looked to shift from using data for reporting purposes to actually using data to measure performance and drive decision making, it needed to address one of the biggest hurdles - making the entry of accurate data a priority for its staff. Many of the key performance indicators could be collected automatically, but other indicators, like the number of programs hosted or attendees at these programs required manual entry.

There were two key cultural barriers to getting staff excited about monitoring this data. First, there was an assumption that higher numbers always equated to better performance. The library had to dispel this myth and make it clear that they were looking for trends and typologies, not necessarily rewarding sites that hosted more programs. For example, maybe different services were beneficial in different neighborhoods. It was critical that there was never a punitive element, but that data could be used to drive collaboration among sites with similar attributes or to share best practices. Simple rewards like pizza parties were given to those who consistently uploaded data, regardless of what the data said. The second barrier was in getting staff to see the value themselves in entering accurate data. The library developed a series of dashboards that could be customized for different types of staff so that they could see and manipulate data that might be relevant to them, rather than just centralized management.

Execution

First Action Priorities / Quick Wins

Some strategies and tactics are easier to implement in a short time frame and can build momentum towards longer-term system enhancements and culture change. These may include:

- Data and systems audit
- Use national benchmarks to assess gaps and needs, particularly around high priority datasets
- Reduce duplicate or unused data and platforms
- Ensure each dataset has a departmental owner
- Establish regular communication through a monthly open data group

Potential Partnership Opportunities

Throughout *Connected Elk Grove*, as well as in general City operations, partners play a pivotal role in pursuing the vision of a superior quality of life for all residents. As a somewhat more internally-focused pillar, many of the key players come from within the city. On the other hand, the more open-minded Elk Grove is towards finding support outside the City organization, the more staff may be surprised at how broader engagement results in greater success.

Cross-City Department

- Everyone: This pillar demands a whole-organization approach to ensuring data quality and using data to understand City operations
- Geographic Information Systems (GIS) Department: Spatial analysis and information consolidation is one of the most useful ways to look at the interactions between cross-city data
- IT: Reliable data operations depend on City software running smoothly
- Public Affairs Office, City Clerk, and Community Engagement Manager: key interfaces between the City and the public

Other Agencies

- Sacramento County
- Cosumnes Community Services District
- Elk Grove Unified School District

Inclusive Innovation + Technology

The intention of this pillar is to continue to build on the foundation of innovation at Elk Grove, while inviting residents, businesses, and staff to solve City problems and provide services in an innovative and inclusive manner. This pillar will also identify ways in which Elk Grove City staff can build efficiencies internally.

How does the City define inclusive innovation and technology?

"The value of an idea lies in the using of it."

- Thomas Edison

When Elk Grove began the journey of creating a smart city, the City understood that "smart city" can mean different things in different places. A movement that started over half a decade ago, it has evolved from a wide deployment of sensors in the right of way, to applying human-centered design to critical issues. Ultimately, executing a smart city plan means building a series of foundational practices for Elk Grove. This pillar seeks to build a practice of innovation and idea generation both internal and external to City Hall. In practice, Elk Grove will pursue inclusive innovation and technology by:

• Proactively seeking new ideas and creativity

• Tapping into the full range of resources in Elk Grove and the region to improve City services and address city challenges

• Building trust with the community to create inviting and innovative place-making and pilot opportunities
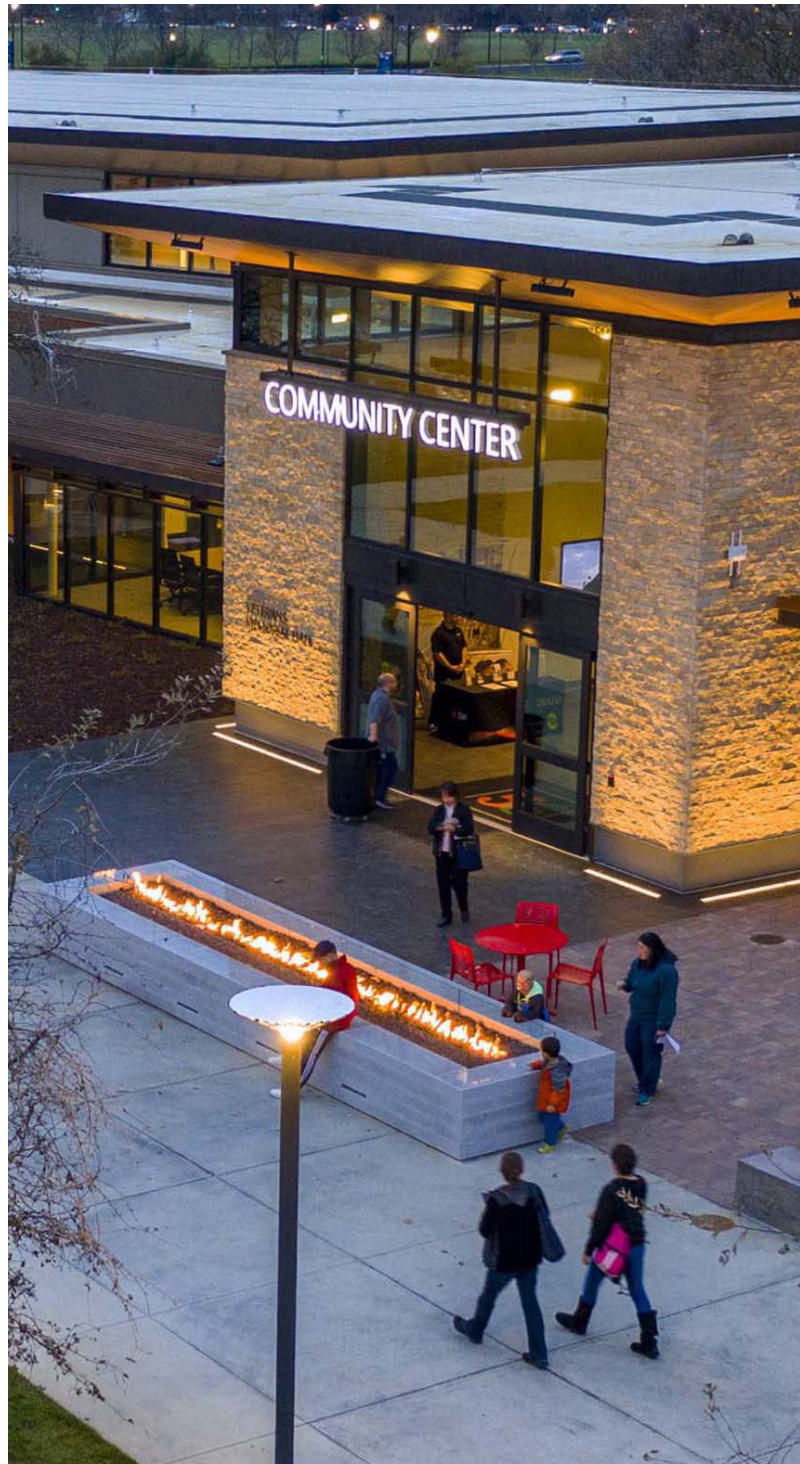
Goals

1 Expand broadband connectivity

Broadband connectivity and internet access serve critical needs for residents to flourish economically, and to connect to their schools and communities. Elk Grove will focus on providing infrastructure, training, and hardware, particularly to areas with poor access including industrial areas and disadvantaged communities.

2 Inspire staff

City staff operate the engine of local government. Indeed, the most impactful ideas to improve City services come from staff who identify problems and propose innovative solutions. Building a culture of innovation starts from within, and this goal will build on the existing efforts at Elk Grove to source idea generation from every department and every level of the organization.

3 Agile policy making

With the benefits of technology, more data and new services from the sharing economy present challenges to local governments to ensure balanced policies. Elk Grove will practice the strategies of proactive engagement with its community while ensuring new policies foster safety, best practices, and entrepreneurship.

4 Pathways for new technologies

New technologies have the potential to improve City services such as traffic management, online permitting, and mobile payments. Creating a pilot framework will allow the City to both engage with new technologies and support the art of experimentation (identifying metrics of success, creating small projects that can both succeed and fail).

5 Make information accessible to all

The community becomes fully engaged when they can see how their ideas and insights are being used to affect policy decisions and project implementation. Open data is a key starting point to gaining trust and ownership from the community. A fundamental component to this approach is cataloging, organizing, and reporting community comments in an open and transparent format.

6 Engage residents and businesses

In addition to leveraging partnerships, Elk Grove has an opportunity to engage its community on an organizational and individual level to address City challenges. This will create opportunities to better understand issues from the resident's perspective and engage community members in a deeper way while co-creating ideas for the City.

Strategies and Tactics

Strategy #1: Pursue Place-Based Innovation

To both uniquely engage the community and provide support to local and/or new entrepreneurs, building a physical space for innovation to flourish can provide a catalyst for innovation. This can be accomplished by using City assets or underutilized community centers to welcome residents to co-create, build, and contribute toward an innovation ecosystem. Supporting small businesses in particular can provide major returns in economic success for Elk Grove.

Tactics

Create an incubator space. Elk Grove will explore using the former space of the Elk Grove Library as an incubator or maker-space to build on the City's tech talent and startup scene. This work will include finding key partners to build capacity and funding resources.

Create an Elk Grove Innovation District. Develop Old Town Elk Grove as an innovation district to pilot smart city technology and collect resident feedback. By providing a physical space for pilots and experimentation, Elk Grove will bring to life a laboratory of ideas. Welcoming local and regional technologies to pilot new concepts will grow partnership opportunities, allow for the City to explore new technologies (and see them in action), while engaging with the community. This effort could be achieved by establishing a physical area (i.e. around a building, in a neighborhood such as Old Town) as a designated innovation incubator. Finding a partner to manage this effort such as a regional accelerator or incubator program would provide capacity for the City to build an innovation district.

Case Study: Chattanooga, TN Innovation District

In 2015, Chattanooga officially designated an Innovation District within the downtown in hope of taking full advantage of the city's public high-speed internet infrastructure (known colloquially as "the Gig"). This new district builds on a 30-year history of public-private partnership in development led by the River City Company, which redeveloped the Tennessee River waterfront, built the well-known Tennessee Aquarium, and catalyzed private development throughout the downtown. Unlike many innovation districts, which have major corporations or research universities as their primary anchors, Chattanooga's energy revolves around the Electric Power Board, the city's public electric and telecommunications utility, and the Edney Innovation Center, an 11-story building that combines community programming, business services, co-working and private office spaces. The district's vision plan focuses on six values, including innovation, education, culture and history, public life, and treating the district as an urban lab. However, perhaps the most important and difficult-to-fulfill value in the plan focuses on supporting diversity and inclusion—especially along racial lines—while managing the threat of gentrification.

INNOVATION DISTRICT OF CHATTANOOGA FRAMEWORK PLAN

Strategy #2: City Leadership Celebrating and Prioritizing Innovative Ideas

Capacity is often an issue for local government staff. While staff at any level can bring an innovative idea to the table, it can often be difficult to bring attention to new solutions in the midst of low-capacity or low-priority areas. Leadership encouragement is all the more important to stress to staff that taking the time to think creatively is supported and encouraged.

Tactics

City Manager and Mayoral awards to staff. On a semi-annual basis, the City Manager and Mayor will present an award to staff member(s) with a creative or innovative idea. The idea or person(s) can be nominated by department leadership with the basic criteria of creative thinking to better a City service or provide innovative thinking. This award will be announced in the internal newsletter or internal website.

City Manager and Mayoral awards to residents. The same opportunity above will also be presented on an annual basis to local non-profits, organizations, or institutions who are supporting innovation efforts in Elk Grove.
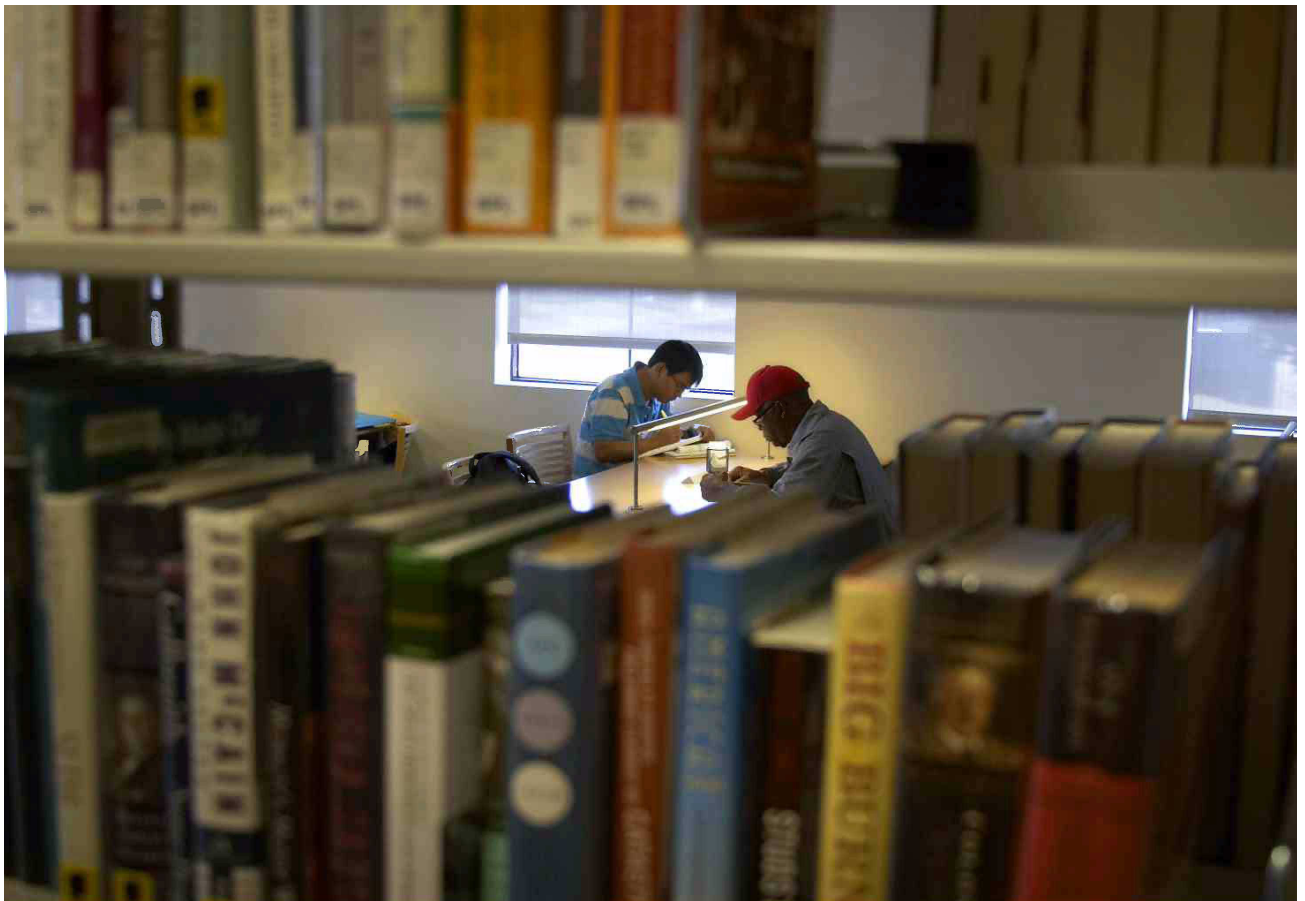
Strategy #3: Development of a Pilot Framework/Toolkit

Pilots bring an opportunity to Elk Grove to explore new technologies, services, or concepts in a quick and affordable way. Through pilots, cities across the country have been able to watch in real time how a technology could work (or not work) in a particular setting. The ability to safely fail can be just as valuable as safely succeeding.

What types of innovations could be considered for inclusion in a pilot program?

A pilot will facilitate structured evaluation and testing of:

- **A new technology**: introducing a new innovation that requires real-world experience and application. This assumes there would not otherwise be a procurement process for the solution. These pilots are introducing brand new technologies to Elk Grove.

- **A new process**: an opportunity to improve service quality or delivery through an innovation that provides an alternative way to work. A pilot model would test different ways to improve current processes rather than introducing something entirely new. This is an opportunity for Elk Grove to test new approaches before full adoption.

- **A new policy**: an exploration of the current regulatory framework as it applies to new technology to determine how policy may or may not need to be revised. This is an opportunity for entrepreneurs to work more closely with Elk Grove in policy creation.

How is a pilot project different from a typical Citywide program?

A pilot project is a small-scale project that is designed to answer specific research questions about the cost, feasibility and scalability of an unproven technology, process and/or policy. Pilot projects are:
- **Temporary in Nature** – have a defined timeframe for testing and evaluation
- **Limited in Scale** – available to a subset of residents

The success of a pilot project is measured based on the ability to answer the intended research question(s).

Why is the success of a pilot project measured differently than a typical Citywide program?

Conducting a limited evaluation of a technology, process and/or policy requires fewer resources than implementing a full Citywide program. A pilot program reduces the risk of dedicating valuable City resources to a Citywide rollout of a promising technology, process and/or policy that may not be able to achieve the desired results.

Tactics

Create a pilot toolkit and coordinate across departments. To provide parameters around pilots, a "pilot guideline" will help create consistency across all departments at Elk Grove. The guidelines will provide questions for departments to consider whether a pilot opportunity is appropriate to move forward, and how to identify criteria that will define its ultimate success.

Strategy #4: Agile Policy Making and Privacy Principles

As more data is consumed and published by the City, it becomes increasingly important to establish privacy principles. This is a process that starts with a conversation with the community, and ends with established values and guidelines the City will aspire to when handling resident data.

Tactics

Develop privacy principles. Using best practices around the country, Elk Grove will work with the community to understand what concerns residents may have with respect to data collection and use. This is a particularly good pilot opportunity to develop a new way to proactively engage residents. See the *Connected Elk Grove* Policy Recommendations section below for privacy principles examples that Elk Grove may consider using as a starting point.

Strategy #5: Issue Community Challenges to Solve City Problems

A common challenge for City staff is capacity. A shortage in capacity can come in the form of limited time to address City issues, lack of expertise in different subject areas, and budget constraints. To help address this shortage, Elk Grove will issue community challenges and invite local and regional community members to pitch potential solutions.

Tactics

Host a hackathon with the civic community, including neighboring universities. Hackathons are an exciting event-based opportunity for Elk Grove to invite various stakeholders to help address City challenges. Elk Grove will work with regional partners and academic institutions to host an annual hackathon.

The term "Hackathon" refers broadly to collective problem-solving using technology. Participants work in small groups to analyze civic issues and related data and to generate solutions during an intensive, time-limited event... Hackathons may be highly competitive, with teams vying for prizes, or may stress cooperation. Teams may present their ideas to peers, judges or government and community leaders. What all hackathons have in common are the goals of community engagement and problem-solving.""

- **National Civic League,** https://www.nationalcivicleague.org/ncr-article/civic-hackathons-for-youth/

Tactics (cont.)

Attend existing events hosted by universities and regional jurisdictions. Attending events hosted by relevant stakeholders will both provide important connections and opportunities for City staff to engage with the community, while reducing capacity needs to host City-led events. The City Manager's Office and departmental leadership will encourage staff to attend relevant and beneficiary events to deepen relationships with the City and expand subject matter expertise with staff.
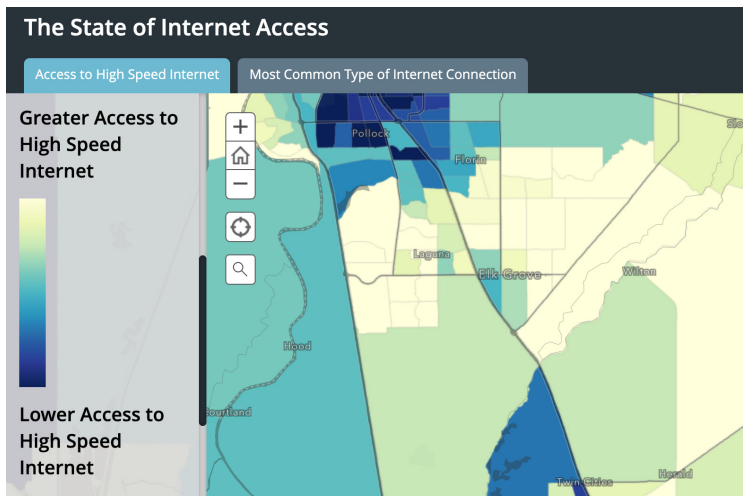
Support ongoing projects with the local startup community. Elk Grove will explore the creation of a "challenge" that would call on the community to present possible ideas or technology solutions. This challenge could model existing programs in other cities such as the Startup in Residence program or Innovation Partnership Program in Kansas City, Missouri.

Case Study: Innovation Partnership Program, Kansas City, MO

The City of Kansas City started a program to engage the local startup community called the Innovation Partnership Program ("IPP"). In this program, startups were partnered with city departments and had 12 weeks to work with various city staff, learn about issues including the city's procurement process and data programming, and deploy their pilot idea. The program ended with a "demo day," hosted by the City Manager in which each startup presented their experience with the city to a wide audience of entrepreneurs, civic leaders, and academic institutions. This program was managed by the Office of Innovation and cost zero dollars to the city outside of staff time.

Strategy #6: Develop Capacity to Improve Broadband Connectivity

Internet connectivity to the home or business is as vital of a need as ever. An issue particularly highlighted by the impact of the Covid-19 pandemic, ensuring Elk Grove's residents and businesses have reliable and affordable access to the internet is critical. This strategy works to connect residents by ensuring fiber availability, equitable programming, and seeking financial assistance from various levels of government resources.

The State of Internet Access

Access to High Speed Internet | Most Common Type of Internet Connection

Greater Access to High Speed Internet

Lower Access to High Speed Internet

According to the Esri Living Atlas map, The State of Internet Access, the entirety of Elk Grove has greater access to high speed internet than the national average. However, there are some disparities across the City and overall room for improvement that the tactics below seek to address.

Tactics

Create a group of champions that will focus on digital equity, expand baseline data, and establish specific goals. Elk Grove will identify a staff lead to champion broadband best practices, as well as support local and regional efforts that will boost digital connectivity. This staff lead will work across all departments to consider what efforts may be taken to bolster this work, as well as provide coordination to already existing efforts in the community from the City.

Coordinate efforts with other agencies. Elk Grove will work with California state agencies to identify opportunities that will expand funding, staff, or devices that will connect residents in need to broadband and improve internet accessibility. This effort can also include federal funds that will assist with better understanding hyper-local needs.

Execution

First Action Priorities / Quick Wins

The strategies and tactics to build upon the practice of innovation include efforts that are quick wins, as well as efforts that may take time to accomplish. Below are tactics that will jump start the smart city plan:

- Create a toolkit to guide pilot opportunities and enable multiple departments to easily begin, monitor, and scale pilots
- Host staff challenges with leadership, asking departments to identify areas of innovation and efficiency
- Develop a digital equity task force and seek broadband connectivity funding opportunities

Potential Partnership Opportunities

Philanthropy and Think Tanks: The City has undertaken projects previously with Bloomberg Philanthropies, such as the Mayor's Challenge and the Innovation Training Program, and could continue to benefit from additional opportunities with the organization. In addition, the Bass Initiative at the Brookings Institute provides guidance to cities on innovation districts and could help build a concept of an innovation space.

Elk Grove Unified School District: The City and the Elk Grove Unified School District will continue to work together on providing internet access and broadband infrastructure to students and their families. This effort would align with the Elk Grove Unified School District Educational Equity Strategic Plan. In addition, getting students involved in solving civic challenges by way of small hackathons or "youth committees" would engage a new generation of innovators while helping build creativity at the City.

Elk Grove Public Libraries: The City of Elk Grove will partner with the public libraries to explore programming partnership opportunities for entrepreneurial and civic-hackathon events. The libraries can serve as both physical convening areas as well as broaden capacity to host events outlined above.

UC Davis and Regional Universities: In addition to tapping into the youth community of Elk Grove and the school district, developing a stronger relationship with regional universities will both bolster capacity for City staff, as well as develop a pipeline of student groups that can support innovation projects.

Other Potential Partners
- Local universities
- Regional startups/entrepreneurs
- Sacramento County
- California Emerging Technology Fund
- Sacramento Municipal Utility District

Policy Recommendations

As cities embark on creating new services and operational efficiencies by way of data and technology, it's important to build policy and governance into a smart city plan. In particular for *Connected Elk Grove*, this plan includes policy recommendations and toolkits to jump start trust-building with the community. In addition, the steps included below will help provide consistency as multiple departments work on executing the strategies and tactics in each pillar above.

This section includes the following:

I.   **Data Privacy Principles**

II. **Department Pilot Intake Consideration**

III. **Potential Digital Equity next steps**

I. Data Privacy Principles

> *"Rules are not necessarily sacred, principles are."*
>
> - Franklin D. Roosevelt

Cities have a naturally occurring tension when it comes to data: cities should be both transparent (e.g. open data policies) and ensure that certain confidential resident data is kept private. Both transparency and privacy can, and *should*, exist at the same time. It's important for Elk Grove to articulate how this is being accomplished.

To outline how Elk Grove is weighing this balance, the City will consider the development of privacy principles. To do so in an informed way, this plan reviews some national best practices in policy development.

Privacy Policy: Local Government Best Practices

While cities and states use many rules and regulations, privacy rules often come in the form of principles. Beginning in 2015, cities especially started publishing privacy principles. Cities have developed these principles with the community to express a commitment to using data for good and avoiding unintended consequences. Or as the City of Columbus, Ohio says, "the Data Privacy Plan starts with a statement of principles that illustrates Smart Columbus' commitment to the ethical use of data."[1]

The California Consumer Privacy Act[2] defines Personal Information as information that identifies, relates to, describes, is reasonably capable of being associated with, or could be reasonably linked, directly or indirectly, with a particular consumer or household. This does not include publicly available information, deidentified, or aggregate consumer information.

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[1] Data Privacy and Management Plans Released for Smart Columbus Operating System, Smart Columbus (Oct. 10, 2018), available at https://smart.columbus.gov/news/data-privacy-and-management-plans-released-for-smart-columbus-operating-system.
[2] Title 1.81.5 California Consumer Privacy Act of 2018 [1798.100-1798.199].

While the language varies, there are consistent themes across cities' privacy principles. Here are a few examples (simplified/edited) of privacy principle languages from four cities of different size, region, and political makeup, organized by theme:

Minimal and Intentional Collection of Data

| Kansas City, MO[1] | "The city will only collect information that is needed to deliver city services, and the data will be kept only as long as legally required or valid for a business purpose." |

| San José, CA[2] | "San José collects only what it needs to improve City services and comply with the law. The city seeks community input about what information is used and collected." |

| Columbus, OH[3] | "Smart Columbus will use individuals' information only for the purposes stated in the notice, and to which the individual consented." |

| Portland, OR[4] | "All data must bring value to the city, the city will collect only the minimum amount of personal information to fulfill a well-defined purpose." |

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[1] Kansas City, MO Privacy Principles.
[2] San Jose, CA Privacy Principles.
[3] Supra note 2.
[4] Portland, OR Privacy Principles.

Transparency and Notice

| Kansas City, MO | "Smart Columbus will be as open with the public as it can be about how it collects personal data. The city will notify individuals when it collects and uses their information, and will give them a choice as to whether to allow this." |

| San José, CA | "San José commits to being open about its actions, policies, and procedures related to private data. The city makes its policy documents publicly available and easy to understand." |

| Columbus, OH | "When appropriate, the city will disclose how personal data will be used and give the option to choose how it is used whenever possible." |

Cyber Security and Data Protection

Kansas City, MO	"The city will restrict improper access to data, securing cyber systems and storage resources."
San José, CA	"Privacy and security is integrated into every aspect of systems and processes. The city has strict protocols in place in the event personal information is compromised."
Columbus, OH	"Smart Columbus will apply robust information security controls that take into account the sensitivity of project data and the risk to individuals that it poses if released."
	"Smart Columbus will ensure that the data it releases on the Smart Columbus Data Portal does not contain information about identifiable individuals."
Portland, OR	"Data will be secured and protected throughout its lifecycle."

Contracting with Outside Parties

Kansas City, MO	"Business partners and contracted vendors who collect or receive personal data must agree with city privacy requirements."
San José, CA	"Information is anonymized before being shared outside the city."
Portland, OR	"Third parties working with city data must not expose confidential or private information."

Ongoing Accountability

Kansas City, MO	"Residents should have an effective and responsive mechanism for exercising privacy complaints. The city will receive, investigate and respond to individuals' complaints."
Columbus, OH	"Columbus will institute the processes necessary to ensure that it follows and meets each above principle."

Equity

Portland, OR	"The city will create procedures for reviewing, sharing, assessing and evaluating automated decision system tools around equity, fairness, transparency and accountability."

Next Steps

The City's intention is to create an open dialogue with the community and understand what privacy concerns may exist as the City works with more and more data. The following next steps work towards that objective:

- Create a proactive engagement communications plan to engage the community
  - » Ask the community questions:
    - ~ What concerns do you have about privacy?
    - ~ How can the City be open about what data it is collecting?
    - ~ How would you like to hear from the City for updates to ensure accountability?
    - ~ Review and ask for feedback on a draft list of privacy principles, using the themes and example language identified above as a starting point
- Engage City Council as staff drafts a resolution to adopt privacy principles
- Work with the IT and GIS teams and data champions across multiple departments to discuss how the principles can be implemented citywide

II. Department Pilot Intake Considerations

As Elk Grove considers engaging with new companies or institutions, pilot projects are a viable option to create a measurable and scalable project that can be used as an opportunity to learn. Specifically, they can create the opportunity to:

- Rapidly test and iterate on solutions to address regional resiliency
- Explore alternate solutions to understand risk and efficiency of scaling
- Engage a broader set of potential problem solvers
- Create a positive economic benefit through establishing Elk Grove as a place to deploy and scale technology with a true social cost-benefit
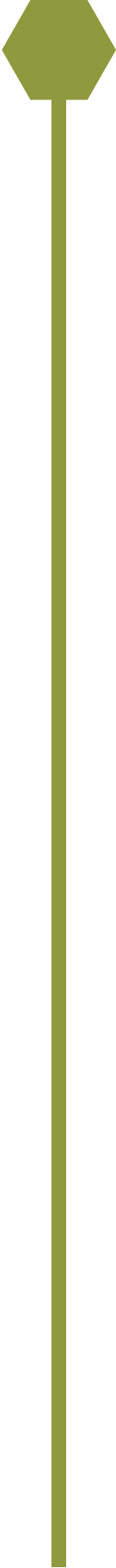
While pilots often have specific goals and outputs, they can also allow for the City to adapt to unprecedented change, build a culture of speed and agility, and invite new technologies to the City.

Questions to ask when considering a new pilot opportunity

Pilots create an exciting opportunity to invite new tools for the City. However, it's important to ask questions before agreeing to move forward with a project as a helpful way to determine which opportunities should move forward. These questions will also consider the values and goals of *Connected Elk Grove* to ensure pilot opportunities are in alignment with the City's smart city goals and strategies.

Questions for pilot sponsors:

1. Does this pilot project align with Elk Grove's vision, mission, and core values?

2. Does this pilot project align with existing citywide or departmental goals and plans?

3. Does this pilot project rely on data-driven decision making by leveraging data to set and measure progress toward desired outcomes, standing up data collection, and/or sharing data visually in a

compelling way to inform action?

4. Does this project embrace a commitment to innovation by leveraging external partnerships, piloting a new technology, process, or approach to problem solving, and/or ensuring project assets are multi-purpose?

5. Does this project promote proactive governance through cross-departmental participation and coordination?

6. Will this project consider how resources are allocated to equitably benefit all populations?

7. Will this project enable the City to gather useful data from its environment and community members that better inform municipal data-driven decisions?

8. Will this project empower community members with information and/or tools to advance municipal investments that promote a high quality of life?

9. Can this pilot opportunity easily scale to a wider range of the community once the pilot period is complete?

10. Will this project result in a measurable financial benefit to the City by generating new revenue, achieve cost savings through efficiencies, or leveraging external resources (e.g. funding, personnel, in-kind services)?

If a pilot moves forward, lead department staff executing or overseeing the pilot should consider:
1. Criteria to require with the partnering company
2. Internal operational considerations
3. Engagement with the community and any necessary outreach
4. Staff resources
5. Management of the pilot/program

Below is a more detailed list of considerations. Lead departments are encouraged to refine and tailor these requirements on a project-by-project basis, as not all will be applicable to every pilot idea.

Application/Pilot Considerations
- Strategic Alignment
  - » Clear goals, metrics, milestones, etc.
  - » Use of existing infrastructure, assets, etc.
- Operations
  - » Geographic coverage and right-of-way access
  - » Rules/guidelines for operation
  - » Program accessibility
  - » Response to situations/incidents
  - » Data sharing
    - • Incident reporting
    - • Injury and crash data (if applicable)
    - • Standards
    - • Turnaround for reporting and process
  - » Regulations and Standard Operating Procedures
    - • Data and security considerations

» Mechanism for capturing and reporting pilot data/outcomes
- Funding Mechanisms
  » Source of funding
    - Does the program substantially burden the General Fund or a specific program fund? Can grants be leveraged?
  » Cost-savings through efficiencies
    - What data could be collected to help Elk Grove with program efficiencies? Road condition data? Signal verification? Asset inventory? Community engagement?
- Stakeholder Engagement/Community Feedback
  » Plan for gathering and incorporating feedback from community stakeholders; ongoing and post-pilot
- Additional Considerations + Benefits
  » Equity, workforce develpment, climate, safety, etc.
    - How do we prioritize the greatest need first? How is need defined in terms of balance? Are all neighborhoods factored into pilots or should there be reciprocity between the "high demand" neighborhoods and those who would benefit from a sustainable investment via the pilot.
  » Community Benefits
    - Workforce development
- **Resourcing**
  » Staffing
  » Plan/Pilot Management
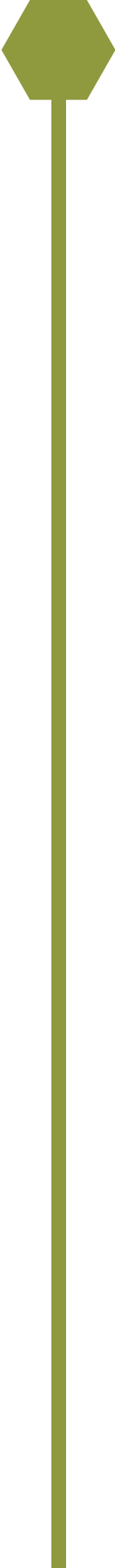- **Other**
  » Insurance
  » Indemnification

Authorization

- Pilot governance
  » PoC/Centralized function to manage, monitor and report-out
  » Economic Development? Public Works?

- Other regulatory agencies? It is good to identify who else is in this space so as standards are established and tools developed, Elk Grove can be at the leading edge.

Monitoring/Measurement

- What does success look like? Focus on outcomes and not solutions.

- Expectations for reporting? What is internal and what is shared with the public? How is it shared and when?

- IP and PI. Balancing intellectual property and public interest from the onset. What is the Elk Grove threshold for debate? Does higher risk require a higher standard?

- Ongoing and post-pilot feedback: community, city staff, pilot team, etc.

- Communicating outcomes (publicly, within the organization, to the industry, etc.)

Scaling and Commercialization: What's Next?

- How does this align with the goals for the original pilot?

- What does success look like?

- What is the funding mechanism / business model / governance for broader deployment?

- Elk Grove capacity to scale - infrastructure, asset, staffing requirements, etc.?

- Other considerations: Intellectual property? Data ownership?

III. Broadband Connectivity and Digital Equity

The relationships between the internet and the ability to fully participate in community life are more inextricably linked than ever before. The City believes that it is critical to not only ensure high-speed connectivity to every address in Elk Grove, but also to advance digital access and literacy across our entire community. In order to fully realize the potential of *Connected Elk Grove*, a comprehensive broadband connectivity and digital equity policy is needed.

Goals
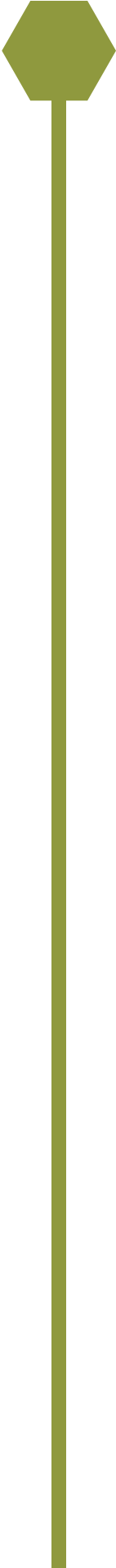
The goals of this policy encompass the following areas:

- Connectivity: Promote the deployment of high-speed broadband (e.g., greater than 100 mbps symmetrical) across the community

- Access: Promote opportunities to increase accessibility to and affordability of high-speed connectivity for all

- Literacy: Promote programs and services that further digital skills and opportunities

While pilots often have specific goals and outputs, they can also allow for the City to adapt to unprecedented change, build a culture of speed and agility, and invite new technologies to the City.

Next Steps

The following actions are intended to further the City's broadband goals:

- Collect baseline research and identify gaps in services

  » Leverage publicly-available data to identify the range of broadband services currently in Elk Grove. Examples include Broadbandnow.com and the California Interactive Broadband Map.

  » Qualitative data, such as information collected through the annual resident satisfaction survey or over the course of engagements on other City projects, can be useful to illuminate hardware, software, and literacy needs. For example, even where there is internet connectivity, it may not be a practical reality for people because of affordability or hardware limitations.

  » Leverage the data to identify areas of the City that are underperforming with available broadband service.

  » Review Census and other data to understand broadband usage characteristics across the community, including level of subscription, data speeds, and pricing.

- Implement Programs (with key partners)

  » Elk Grove already plans to use American Rescue Plan Act (ARPA) funding for grant programs to improve broadband services in underperforming areas of the City. The target location is the Union Park/Iron Rock and Waterman Industrial areas.

  » Consider joining the Regional Broadband Consortia and the Sacramento Coalition for Digital Inclusion, which are groups working to expand broadband services and digital equity across the Sacramento region.

  » In addition to launching new programs, Elk Grove should make sure to communicate about existing resources, such as free tech education offered through the Sacramento Public Library or AARP and Older Adults Technology Services (OATS).

Execution Framework

Underpinning the City's strategy for action in becoming a more connected City is an execution framework that will guide the implementation of *Connected Elk Grove*. The core elements of the plan itself will remain consistent; however, the City recognizes that the challenges and opportunities that it faces, as well as the resources it may be able to leverage and deploy, will shift over the coming years. As such, the City will continue to refine the specific actions, projects, and initiatives of *Connected Elk Grove* to ensure that it is meeting its core objectives and advancing towards its stated goals. The following outlines our framework to ensure efficient implementation of the *Connected Elk Grove* plan.

I.   Governance

As *Connected Elk Grove* is a multifaceted plan with implications for multiple stakeholders, the City's governance approach will reflect this. The plan will be driven out of the City Manager's Office, with representatives coming from multiple departments. This group of leaders will form the *Connected Elk Grove* Steering Committee, which will be responsible for ensuring the successful implementation of the plan. This group will meet regularly to ensure advancement toward goals, identify needed resources, connect with external stakeholders, and report on progress to residents, businesses and other organizations, City staff, and elected officials.

II. Partnerships

The City of Elk Grove recognizes that it cannot achieve the goals of *Connected Elk Grove* alone. Numerous individuals and organizations are working already to advance progress towards the goals set forth in this plan, many of whom are highlighted in the table below. The City welcome others to join *Connected Elk Grove* as partners.

Connected Elk Grove **Partnerships**

	Proactive Engagement	Data-Driven Decision Making	Inclusive Innovation and Technology
Business Groups	X		
California Emerging Technology Fund			X
Chamber of Commerce	X		
Cosumnes Community Services District	X	X	
Elk Grove Public Libraries			X
Elk Grove Unified School District	X	X	X
Explore Elk Grove	X		

	Proactive Engagement	Data-Driven Decision Making	Inclusive Innovation and Technology
Greater Sacramento Economic Council (GSEC)	X		
Homeowners Associations	X		
Local Small Businesses	X		
Local and Regional Universities			X
Los Rios Community College District	X		
Magazines	X		
Newspapers	X		
Non-Profit Grantees and Service Organizations	X		
Online Media	X		
Parent Teacher Organizations (PTO)	X		
Philanthropy and Think Tanks			X
Podcasts	X		
Radio	X		
Regional Startups/Entrepreneurs			X
Sacramento Area Council of Governments	X		
Sacramento County	X	X	X
Sacramento Municipal Utility District			X
Sacramento Regional Transit District	X		
Senior Center of Elk Grove	X		

	Proactive Engagement	Data-Driven Decision Making	Inclusive Innovation and Technology
Student Media	X		
Television	X		
UC Davis	X		X
Valley Vision	X		
Water District	X		

III. Communication

Connected Elk Grove will touch members of our community in different ways. In keeping with the City's commitments to proactive engagement and inclusive innovation, the City will ensure it is transparently tracking updates regarding the projects and initiatives being prioritized, the outcomes being achieved, and opportunities to collaborate. While individual projects and initiatives will have their own approaches to communication and engagement with various stakeholders, as a Steering Committee, the City commits to the following:

- Sharing updated information via web and social media accounts.
- Publishing an annual report update (highlighting accomplishments, next steps, and goals for the upcoming work period).
- Holding an annual open forum to enable partners and other interested stakeholders to share ideas and progress.

IV. Timeline of execution

The goals of *Connected Elk Grove* are ambitious, and the world in which the City is operating is constantly shifting. As such, the City has outlined the following goals for the first year:

- Complete Steering Committee Recruitment / Implement Governance Structure
- Identify priority initiatives and projects and recruit core partners
- Develop key performance indicators to both prioritize initiatives and evaluate progress

toward goals
- Execute the initial communication strategy, including website development and public launch of *Connected Elk Grove*.

Each of these elements will lay the foundation for *Connected Elk Grove*, and set the stage for successful implementation of activities and achievement of the City's vision.