



Memorandum

TO: HONORABLE MAYOR
AND CITY COUNCIL

FROM: Angel Ríos, Jr.

**SUBJECT: SAN JOSE FOOD
DISTRIBUTION UPDATE**

DATE: August 26, 2020

Approved

Date

8/27/2020

RECOMMENDATION

Accept the report on the update on food and necessities distribution work in support of the City's Pandemic Response which reviews accomplishments, lessons learned, and the transition back to Santa Clara County.

OUTCOME

A widespread food crisis across Santa Clara County (The County) has been avoided through the efforts of the City of San José (The City), The County, and our existing food network partners including Second Harvest and other community-based organizations.

This report provides the Council and the Public an update on San José's county-wide food and necessities distribution program including the scale of the program, the associated high level of food insecurity that persists today, the applied use of innovation to launch and operate the program, food distribution funding and contracting updates, major accomplishments, challenges, lessons learned, and next steps including food distribution interagency agreements.

BACKGROUND

As a result of local, state, and federal mandates and advisories in response to COVID-19, the City Emergency Operations Center (EOC) received a request on March 18, 2020 from the County's EOC to set up, administer, and staff a county wide food and necessities distribution program for children, adults, and senior citizens impacted by the COVID-19 Emergency. In support of fulfilling this request, City leadership built its EOC COVID-19 response roadmap, with the third highest priority being "Support for At-Risk Communities and Populations," including Food and Necessities Distribution.

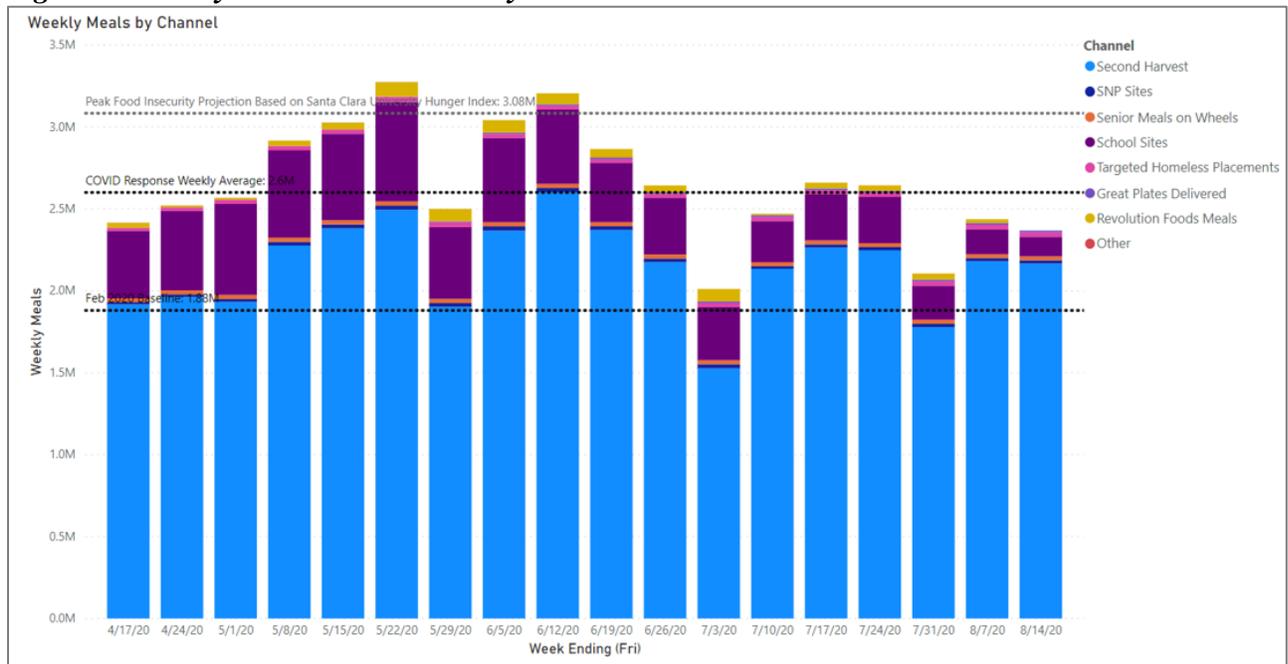
The City's Food and Necessities Distribution Branch within the EOC is staffed with Parks Recreation and Neighborhood Services (PRNS) staff and the Office of Civic Innovation and Digital Strategy for a total of over 100 City staff supporting food distribution services. Of the 25

Civic Innovation staff associated with the office since its inception, only one staff member has not been deployed to the EOC for the remainder of the calendar year and beyond. This successful “mash-up” of PRNS and Civic Innovation staff allowed the City to successfully leverage innovation methods and tools to build a new business line for food and necessities distribution in five weeks.

The City has committed to supporting the community’s existing food distribution network by providing personnel and funding for prepared meals, groceries, necessities such as children’s formula and diapers, and labor costs related to food and necessities distribution including across the seven primary channels shown in Figure 1. To support these channels, the City has contracted with and relies upon multiple partner organizations within the community that make up the food distribution network (ecosystem).

Since the start of the pandemic food distribution response in March, 57.3 million meals have been served by collective food network partnership throughout the County to residents including: low-income families with eligible school-age children; all ages during evenings and weekends at select schools; seniors at congregate sites; seniors over 65 sheltering at home; seniors over 60 at home meeting eligibility criteria; homeless individuals; temporary sheltered; and low-income individuals impacted by the economic effects of COVID-19.

Figure 1. County Wide Food Insecurity and Food Distribution Channels



ANALYSIS

County Wide Food Insecurity

Figure 1 shows county wide food insecurity (demand) and the seven primary food distribution channels. Through the City's response to COVID-19, staff has observed a doubling of food insecurity in Santa Clara County as measured by the Santa Clara County Hunger Index, a method from Professor Drew Starbird of Santa Clara University. The three horizontal dotted lines in Figure 1 highlight three important milestones: (1) the bottom line represents food insecurity pre-COVID-19 at approximately 1.8 million meals per week, (2) the middle line is the rolling average food insecurity during COVID-19 at approximately 2.6 million meals per week, and (3) the top line highlights the Santa Clara County Hunger Index estimate of maximum food insecurity at approximately 3.1 million meals per week. City partners distributed approximately 3.3 million meals per week at its peak during the week of May 22, 2020.

The stacked bar charts in Figure 1 show the seven major food distribution channels: Second Harvest of Silicon Valley, Senior Nutrition Program sites, Senior Meals on Wheels, School Sites, Homeless Placements, Great Plates Delivered, and Revolution Foods. This, in particular, shows the critical importance of Second Harvest of Silicon Valley.

Innovating County Wide Food Distribution

The City and its partners have avoided a major food crisis by collaborating with food network partners to scale its response through innovation. Despite this successful mitigation, the City remains in the middle of a both a pandemic and economic crisis and continues to monitor major indicators of hunger, including: unemployment rates, changes in the cost of food, school meal programs adapting to virtual school, the expiration of additional \$600 per week federal jobless benefits, and CalFresh enrollment.

When the City agreed to the County's request to coordinate food distribution, food insecurity was a major concern for City and County leadership due to the impact on lives and livelihoods and the large number of unknowns. To address these needs, Branch Leadership focused on: County wide governance, maximizing the existing food network, applying innovation principles, standing up a talented team, and reserving capacity to manage risk. In particular to innovation principles, these included: applying Objectives and Key Results, applying Agile methodology, building a Food Distribution Dashboard and Free Food Distribution Map (in coordination with the Mayor's Office and Public Works), building an operational and financial analytics data store, mapping the food ecosystem through business architecture, piloting restaurant delivery, and entering into creative partnerships such as the San José Conservation Corps to support Second Harvest when the National Guard re-deployed services.

The team faced over 100 high priority tasks in the first few weeks. In order to focus the team on the vital few, branch leads applied an agile method called Weighted Shortest Job First to prioritize the most important tasks and key results for the first quarter of the response. This is the same prioritization approach used to create the EOC Roadmap and the Smart City Roadmap.

To guide the work, the team applied a basic, holistic model of Plan/Deliver/Operate/Manage to build a high-performing internal team while continuously improving relationships with community organizations and stakeholders. Like any startup, the team was extremely focused on “operate,” but also recognized the need to simultaneously plan, deliver, and manage. To help guide the work, the team created policy and non-profit advisory teams with Second Harvest of Silicon Valley, the Silicon Valley Council of Nonprofits, the County’s Social Services Agency and the Office of Education, and other key organizations.

Deloitte helped the City’s Information Technology Department (ITD) build a Community-Based Organization survey tool to identify shortages and surpluses. This tool helped identify the opportunity to leverage technology to better allocate shortages and surpluses in addition to communicating alternate locations to residents in real-time.

Anticipating the concept of large-scale delivery of prepared meals, the team explored the possibility of having to deliver up to three meals per day to up to 20,000 isolating COVID-19 residents. The Food and Necessities Distribution Branch, ITD, Deloitte, and several technology providers including Google, ServiceNow, DoorDash, and Five9 developed a design to achieve the anticipated scale. Fortunately, the County had started to “flatten the curve,” allowing the team to simplify this capability through Sourcewise and World Central Kitchen’s Great Plates Delivered program.

In the spirit of innovation, the Food and Necessities Distribution Branch continues to iterate to improve its operations, guided by its core objectives. The coordinated effort provided an alignment between structure, creativity, and deep community connections. These assets and a network of committed partners have allowed the City to respond quickly and make impact to maximize the County’s existing food network.

Grants and Contract Status

The coordinated effort looked to maximize City resources which include FEMA, Coronavirus Relief Funds, and Community Development Block Grants to provide an initial response to the immediate food crisis.

Overall, the team has funded a network of agencies listed in Table 1, in which 89% of the funding has gone to non-profits. This work could not be done without the existing non-profit food security infrastructure that the City has leaned upon, especially Second Harvest of Silicon Valley, the region’s major force to ensure families do not go hungry, the Santa Clara County Office of Education to support school coordination, and partners like The Health Trust and Sourcewise.

With the initial surge to get meals and groceries out, and working through the appropriate due-diligence toward maximizing the City’s ability for Federal Reimbursement, the Food and Necessities Distribution Branch working with the Finance Department is in the process of a series of competitive solicitations in Table 2, including: \$3 million for unhoused food delivery (RFB released on August 19, 2020), \$5 million for Meals and Grocery Delivery (RFP released on August 6, 2020); and \$3.5 million for a Collective Impact effort for additional grants for non-

profits to meet unmet needs. These solicitation packages are for services through December 30, 2020 (the end of the current Coronavirus Relief Funds).

Alongside the solicitations, a series of purchase orders will be issued to support FIRST 5 with infant formula, diapers and other essentials, and to Bateman (who operates the current Senior Meals program) to meet the increased numbers of seniors needing meals; and a \$4 million grant that will provide non-profit workforce support to enable Second Harvest grocery preparation and delivery to continue meeting the community's need as the National Guard has recently deployed from their service.

Table 1: Food Distribution Funding Provided by the City

Organization	Funding Source	Current NTE Amount	Current Term End Date
Revolution Foods, Inc. #1	Coronavirus Relief Fund	\$1,900,000	June 23, 2020
Revolution Foods, Inc. #2	Coronavirus Relief Fund	\$1,689,000*	August 31, 2020
The Health Trust	FEMA	\$930,060	September 30, 2020**
San José Unified School District	Coronavirus Relief Fund	\$2,400,000	June 12, 2020
First 5 Santa Clara County	Coronavirus Relief Fund	\$1,500,000	December 30, 2020***
Hunger at Home	Coronavirus Relief Fund	\$1,300,000	September 30, 2020
Team San José	FEMA	\$1,894,800	September 30, 2020
World Central Kitchen	FEMA	\$3,564,000	October 9, 2020
Veggielution	Coronavirus Relief Fund	\$69,000	September 5, 2020
San José Conservation Corps	Coronavirus Relief Fund	\$4,577,783	December 30, 2020
Deloitte	Coronavirus Relief Fund	\$498,000	June 20, 2020
Catholic Charities of Santa Clara County	Coronavirus Relief Fund	\$1,300,000	September 30, 2020

* City Council authorized up to \$22,000,000 on 5/12/2020 for a worst-case funding scenario. However, the subsequent contract #2 has an updated not-to-exceed amount of \$1,689,000.

** This contract amount is separate and distinct from \$1,200,000 for The Health Trust acting as a subcontractor to the City contract with Loaves and Fishes funded with Community Development Block Grant moneys.

*** A previous purchase order for a not-to-exceed amount of \$211,348 to First 5 was executed under the City Manager's contract authority to provide diapers and wipes for April 2020.

Table 2: Solicitations for Food Service Continuity through December 30, 2020

Solicitation Title	Funding Source	Current NTE Amount	Current Term End Date
Meal and Grocery Delivery RFP	Coronavirus Relief Fund	\$5,000,000	December 30, 2020
Unhoused Meals RFB	Coronavirus Relief Fund	\$3,000,000	December 30, 2020
Collective Impact Implementation Partner RFP	Coronavirus Relief Fund	~ \$3,500,000	December 30, 2020

Staffing and Volunteer Support

In addition to funding for groceries and meals, the City has coordinated volunteers and City staff support for food assistance non-profits. As of August 14, 2020, and as part of the Silicon Valley Strong effort, the team deployed 3,556 volunteers to 6,051 volunteer assignments and over 50 City staff in support of 20 community organizations. The City also funded the San José Conservation Corps to fill the expanded workforce needs of Second Harvest of Silicon Valley with up to 120 Full Time Employees.

Success Stories

Franklin-McKinley School District

Santee Elementary School has been providing youth age meals on Monday, Wednesday, and Friday throughout the summer. PRNS Youth Intervention Services Team supported the Franklin-McKinley Adult Community on Fridays to that all ages can get meals for the weekends.

Mexican Heritage Plaza

During this crisis, the Mexican Heritage Plaza’s La Plaza has been transformed into a convenient, safe location for East San José families to access the food, supplies, and information they need. They have partnered with Second Harvest of Silicon Valley to become a food distribution site. In the next year, Mexican Heritage Plaza is planning 12,000 boxes of food to feed 48,000 community members in need. Distribution at La Plaza runs every first and third Monday of the month from 10am to 12pm.

Great Plates Delivered

Great Plates Delivered provides daily restaurant prepared meals to seniors and high-risk vulnerable populations. As of August 21, 2020, there were 1,121 county residents participating in the program. There are 10 participating restaurants across the 1,304 square miles of Santa Clara County. The pilot program originally started in May within two weeks of Governor Newsom’s announcement. San José was one of the first programs to launch. This program accounts for 1,121 people who otherwise fell through the safety net in a very successful program with 11,018 meals per week.

Alum Rock School District

Leveraging the success of food delivery programs, the Alum Rock Child Nutrition Department is working with their Transportation Department to implement a temporary Mobile Meal Distribution Service for Alum Rock students during School Closures. These meals would be delivered to their homes at no cost.

FIRST 5 Santa Clara County

As of July 31, 2020, FIRST 5 provided 12,415 diaper kits (80 diapers and 2 packs of wipes per kit) and 9,090 cans of certified infant formula (4 cans provided per baby) through the issuance of purchase orders with a not-to-exceed amount of \$722,695.32 as authorized by Council. FIRST 5 has leveraged the jump start provided by the City of San José for new funding from various foundations to support their mission of helping our community with \$210,000 for baby wipes, diapers and formula and food distribution for families. With these funds, FIRST 5 has been able to extend their efforts through August to provide aids to those in need.

Bourne Blessed Event

At Emma Prusch Park on June 20, 2020, San Francisco 49ers wide receiver Kendrick Bourne's Bourne Blessed Foundation, the TAP Foundation and Bay Cities Produce distributed over 100,000 pounds of fresh fruit and vegetables at Emma Prusch Farm Park, in a partnership with the City of San José. Volunteers came from all over Santa Clara County to help pack boxes of food into residents' vehicles through a drive-thru system that was put in place to allow for social distancing in accordance with local Center for Disease Control guidelines. Nearly 1,200 cars picked up three boxes of fresh fruit and vegetables for their families.

Interagency Food Distribution Agreements and Next Steps

The status of interagency food distribution agreements and next action steps include:

- The City/County agreement is signed with an initial end date of August 31, 2020;
- The County requested and the City granted one 30-day extension to fully plan and operationalize the transition by September 30, 2020;
- City/County transition meetings have started and will continue through the end of September;
- The City/cities agreement negotiations are in process and staff may bring back revised terms for Council approval;
- The City will competitively procure and contract food distribution services only within San José starting September 30, 2020;
- The City will continue food distribution at least through December 31, 2020 only within San José; and
- The City will continue to staff collaboration with community-based organizations, the County, and other stakeholders in a regional food security program.

CONCLUSION

A widespread food crisis across Santa Clara County (The County) has been avoided through the efforts of the City of San José (The City), The County, and our existing food network partners including Second Harvest and other community-based organizations.

When the City first accepted county wide accountability, coordination, and some service delivery responsibility, a number of food distribution locations were shutting down. Currently the food distribution network is stable albeit strained from many factors including:

- Elimination of the supplemental \$600 weekly federal unemployment benefits;
- Excessive heat and poor air quality from wildfires making outdoor food distribution more challenging;
- County wide response to devastating wildfires;
- Fatigue from the long duration of the response to food insecurity;
- Lack of school district support for extended evening, weekend, and all ages school programs.

Food insecurity is expected to remain high and may, depending on the behavior of the fall/winter COVID-19 emergency, meet or exceed the 3.1 million meals per week need predicted by Professor Starbird of the University of Santa Clara. As such, all stakeholders must remain vigilant and prepared to respond quickly and with strong cross-agency support to continue to avoid a widespread food crisis.

EVALUATION AND FOLLOW-UP

The Administration will return to City Council in a future verbal report on Great Plates Delivered survey and evaluation results. The Administration will also return to Council for the authority to negotiate and execute competitively procured contracts for the solicitations in Table 2 to support emergency operations up to and beyond September 30, 2020. If necessary, the Administration will also return to Council for approval to modify the terms of the City of San José/Santa Clara Cities interagency food distribution agreements.

CLIMATE SMART SAN JOSE

The recommendations in this memo do not have any negative impact on Climate Smart San José energy, water, or mobility goals.

PUBLIC OUTREACH

This memorandum will be posted on the City's website for the September 1, 2020, Council agenda.

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The City and its food network partners continue multi-lingual (English, Spanish, Vietnamese, Chinese) digital/online outreach and analogue physical fliers to notify under-served communities of food distribution locations and changes to food distribution programs.

COORDINATION

This memorandum, related documents and resolutions were prepared in coordination with Parks Recreation & Neighborhood Services Department, the Office of Civic Innovation, the City Attorney's Office, and the Finance Department. The original Smart City and Service Improvements Committee report on San José food distribution was coordinated with the above parties.

COMMISSION RECOMMENDATION/INPUT

No commission recommendation or input is associated with this action.

CEQA

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

/s/

ANGEL RÍOS, JR.

Deputy City Manager, City Manager's Office

For questions, please contact Dolan Beckel, Director at (408) 745-9696.