



CITY OF OAKLAND

AGENDA REPORT

TO: Steven Falk
Interim City Administrator

FROM: Sara Bedford
Director, Human Services

SUBJECT: 2020 Summer Food Service Program

DATE: May 7, 2020

City Administrator Approval

Date: 5-13-2020

RECOMMENDATION

Staff Recommends That the City Council Adopt A Resolution To:

- 1) **Accept And Appropriate A Summer Food Service Program (SFSP) Grant From The California Department Of Education (DOE) In The Amount Of \$426,870; And**
- 2) **Award Professional Services Agreements (PSAs) To Uptons, Inc. (dba School Foodies) In An Amount Not To Exceed \$909,736, And To Flo's Friendly Foods In An Amount Not To Exceed \$309,240, To Provide Food Services From May 4, 2020 Through August 15, 2020; And**
- 3) **Accept And Appropriate Additional SFSP Grant Monies That Become Available From The DOE And Donations From Private Sources During The Period Of May 4, 2020 Through August 15, 2020, Without Returning To Council; And**
- 4) **Authorize Amendments To The Above PSAs To Increase The Not To Exceed Amounts Within The Term Of May 4, 2020 Through August 15, 2020, Without Returning To Council; And**
- 5) **Authorize Carryforward Of The Appropriations From The FY 2019-2020 Adopted Budget In Measure HH Fund 1030 In The Approved Projects Identified For The SFSP To FY 2020-2021.**

EXECUTIVE SUMMARY

Staff recommends that the City Council adopt a resolution authorizing the City Administrator to accept the Summer Food Service Program (SFSP) grant from the California Department of Education, Nutrition Services Division in an estimated amount of \$426,870 to reimburse the City's SFSP for the provision of free meals, including 32,000 breakfasts and 64,000 lunches to

City Council
May 19, 2020

Oakland children during the grant period from May 4, 2020 to August 15, 2020, as well as an additional 24,750 breakfasts and 24,750 lunches provided to Head Start children and reimbursed at a portion of their cost, per the grant reimbursement rate. Staff also recommends that the City Council authorize agreements with Upton, Inc., doing business as (dba) School Foodies, and Flo's Friendly Foods to provide food vendor services for the 2020 SFSP program.

BACKGROUND / LEGISLATIVE HISTORY

The purpose of the City of Oakland's Summer Food Service program is to provide children in low-income areas with free, nutritionally balanced meals during the summer months when they are not in school. Currently, about 74 percent of the Oakland Unified School District's students qualify for free or reduced lunches during the school year. Nearly 28 percent of Oakland children live in families with income below the Federal poverty level. The City has operated the SFSP for thirty-five years with funding provided through the United States Department of Agriculture (USDA) Title 7 Code of Federal Regulations (CFR) Part 225 administered by the California Department of Education (CDE), Nutrition Services Division.

City of Oakland Head Start is a comprehensive early care, education, and family services program that serves the most vulnerable children in the community. As part of Head Start's mission to support the whole child and family, the program provides more than developmentally appropriate education. Through a comprehensive and responsive care service delivery model, the Oakland Head Start program ensures children's basic needs are met throughout the day by providing healthy food and formula, as well as diapers, in center-based settings 10 months out of the year. Oakland Head Start also ensures that families remain connected to these basic resources, whenever program doors are closed (e.g., holidays, school breaks, etc.). As a result of the COVID-19 pandemic, all Oakland Head Start centers have been closed under the direction of the City of Oakland and Alameda County Public Health Department shelter in place order, since March 16, 2020. Head Start has provided emergency food distribution during this time to provide a contact-free drive-through and delivery model while minimizing the potential to spread COVID-19.

ANALYSIS AND POLICY ALTERNATIVES

The City contracts with vendors to prepare the lunches and snacks for delivery directly to Oakland Parks, Recreation and Youth Development (OPRYD), Oakland Public Library (OPL) and community sites. In 2019, SFSP vendors delivered the meals to 45 community sites, including 12 recreation centers, seven libraries, and 26 community based or faith-based programs. The SFSP provided 63,740 lunches and 68,318 snacks to children last summer to combat hunger and ensure that children receive nutritional meals during the summer when not in school.

SFSP's coordinator and monitors ensure compliance with all CDE regulations for transporting, delivering, serving meals, and visiting sites daily. Staff coordinates the ordering of meals for all sites, training of site staff to ensure program compliance, communication with vendors, and application, site enrollment and reporting for the reimbursement grant. The City is reimbursed based on the meals delivered in compliance with CDE and USDA requirements.

Vendor Selection

The Human Services Department (HSD) planned for the SFSP to offer and be reimbursed for a breakfast and lunch meal in 2020 to meet the needs of OPRYD and community sites for daily delivery of these meals. The Request for Proposal (RFP), issued on February 14, 2020, solicited bids for breakfast and lunch under the reimbursement program, and included an option to bid for provision of the non-reimbursable snack meals. A non-reimbursable afternoon snack meal will be offered to sites not open in the early hours when breakfast is served, such as OPL sites. Vendor selection was based on bid price, menu and food appeal, reusable and compostable packaging, capacity to provide services and delivery, and past performance.

Three vendors submitted bids in response to the RFP. Vendors had the option to bid on breakfast, lunch and/or snack and to submit a bid to provide a higher quality lunch with increased menu variety and portion sizes. **Table 1** below reflects the bid prices submitted for delivery to the sites.

Table 1: Bid Prices For Delivery Direct To Sites

Vendor	Breakfast	Standard Size Lunch	Increased Lunch Portions	Standard Size Snack	Increased Snack Portions
Flo's Friendly Foods	\$2.60	\$4.69	\$5.99	n/a	n/a
Revolution Foods	\$3.00	\$4.95	n/a	\$1.00	n/a
Upton, Inc., dba School Foodies	n/a	\$4.05	\$5.69	\$0.95	\$2.60

Key goals of the SFSP in 2020 are to provide higher quality meals and consistently effective service delivery. SFSP sites complete surveys during and after the summer session on ways to improve the program, increase youth participation and food consumption and reduce waste. Sites identified breakfast service, larger portions, improved food taste and appeal as well as a menu that reflects the cultural diversity of Oakland to meet the needs of children in their programs.

Both Upton, Inc., dba School Foodies and Flo's Friendly Foods submitted bids that will increase food quality and support better meal variety, taste, and portion size. The two vendors were ultimately selected based on the submission of lower bid price, a higher quality lunch and their combined capacity to deliver to sites. Revolution Foods was not selected based on submission of a higher price point for a standard lunch, poor delivery performance in 2019, and poorer food taste and appeal in comparison to the other vendors.

Table 2 below reflects contracts of 100 percent of breakfast to Flo's Friendly Foods and 50 percent of lunch service each to Upton, Inc., dba School Foodies and Flo's Friendly Foods, for meals going to the SFSP target community, but not including additional Head Start children and their eligible family members.

Table 2: Estimated Food Service Cost Per Vendor For Breakfast and Lunch Service, for SFSP target community

Vendor	Meal type	# of Meals	Bid Price	Total
Flo's Friendly Foods	Breakfast	32,000	\$ 2.60	\$ 83,200
Flo's Friendly Foods	Lunch	32,000	\$ 5.99	\$ 191,680
Upton, Inc., dba School Foodies	Lunch	32,000	\$ 5.69	\$ 182,080
Estimated Reimbursable Food Cost: Total				\$ 456,960

Several sites, including Oakland Public Library, cannot accommodate breakfast service hours but will benefit from the delivery of snack meals, which will not be reimbursable. In addition, several OPRYD sites did not qualify for the SFSP in 2019 based on criteria for area income. SFSP plans to include delivery to non-qualifying OPRYD sites based on collaboration with OPRYD. The guidelines for site qualification for SFSP 2020 may be revised by the CDE. An estimate for non-reimbursable meal service costs is included in **Table 3** below. These costs are covered through an approved allocation from the Measure HH Sugar Sweetened Beverage Tax funds.

Table 3: Estimate For Non-Reimbursable Meal Cost, for SFSP Target Community

Flo's Friendly Foods	Breakfast	4,000	\$ 2.60	\$ 10,400
	Lunch	4,000	\$ 5.99	\$ 23,960
Flo's Friendly Foods				\$ 34,360
Upton, Inc., dba School Foodies	Lunch	4,000	\$ 5.69	\$ 22,760
	Snack	32,000	\$ 2.60	\$ 83,200
Upton, Inc., dba School Foodies				\$ 105,960
Estimated Non-Reimbursable Food Costs: Total				\$ 140,320

Table 4 shows the costs of Head Start's planned meal distribution, from May 4 through June 30, 2020. This includes the total amount of meals served to Head Start children eligible for reimbursement through the SFSP grant, as well as the total number and cost of meals provided to Head Start children not eligible for reimbursement through the SFSP grant.

Table 4: Cost of Head Start Meal Distribution

Meal Type / Overhead	Proj. Meals Served	Meal Price	SFSP Reimb. Rate	SFSP Reimb. Meals	Proj. SFSP Reimb.	Costs not Reimb. by SFSP	Total Costs
Bkfst	24,750	\$5.69	\$2.375	24,750	\$58,336	\$82,492	\$140,828
Lunch	72,450	\$5.69	\$4.125	24,750	\$102,094	\$310,147	\$412,241
Overhead	N/A	N/A	N/A	N/A	\$0	\$68,628	\$68,628
Subtotals:					\$160,430	\$461,266	\$621,696

Table 5 combines the total amount of reimbursable and non-reimbursable costs for both the original SFSP distribution plan and the additional Head Start food distribution plan for meals provided to Head Start children and eligible family members.

Table 5: Total Food Cost and Contract Amounts

Total Cost Food Cost Estimate and Contract Amount	
Flo's Friendly Foods	
Reimbursable Meals	\$ 274,880
Non-Reimbursable	\$ 34,360
Total Estimated Contract Amount	\$ 309,240
Upton Inc. dba School Foodies	
Reimbursable Meals	\$ 342,510
Non-Reimbursable	\$ 567,226
Total Estimated Contract Amount	\$ 909,736
Total Estimate Vendor Food Cost	\$ 1,218,976

Effect of COVID-19 Emergency

The CDE has approved SFSP program waivers until June 30 to increase access to food while practicing social distancing. Waivers apply to requirements for service times, congregate feeding and income qualifications. Removing service times and not requiring children to eat on site allows parents to pick-up up to five days of breakfast and lunch for their children. “Grab and Go”, drive through pick-up and direct delivery to homes are approved methods of meal distribution during the emergency. Family income and school enrollment of over 50 percent of free and reduced lunch are no longer required due to the sheltering in place order and changes to economic status due to the pandemic.

The SFSP operation is directly affected by the impact of City OPRYD and Oakland Public Library closures or extensions as related to the current COVID-19 emergency. The program operation will also be coordinated with the Oakland Unified School District’s food distribution and Head Start efforts and needs, resulting from the current shelter in place order and COVID-19 pandemic, that are described in detail in the following section. The start date for the contract term allowing delivery of SFSP meals through these contracts has been advanced to May 4, 2020.

Meals for Head Start Families

Without the services they typically receive through the City of Oakland Head Start program, Oakland Head Start families are at great risk of going without nutritious meals. In the current public health crisis, the best way to support the families is to ensure the basic needs of the family are met, which includes access to healthy food.

Head Start has provided emergency food distribution through March and April, using the vendor, School Foodies, to provide a contact-free drive-through and delivery model while minimizing the

potential to spread COVID-19. School Foodies is a recommended vendor to provide meals for the Summer Food Service Program (SFSP). The Oakland Head Start Program would like to coordinate with the City's SFSP to include the food distribution of healthy, ready-to-eat meals to Head Start families during program closure in the SFSP.

Head Start will serve lunch and dinner to Head Start families, while claiming for breakfast and lunch, as allowed under SFSP. The Head Start sites must be approved through the SFSP grant application and monitored through the program.

Oakland Head Start will continue to serve families through a drive-up distribution or delivery model, which includes families enrolled in the Oakland Head Start program and in two partner early childhood education programs: Laney Children's Center and Saint Vincent's Day Home. Distribution will be held three days a week, serving between 125 and 150 families each day. The program will offer prepared meals and healthy food from School Foodies and other resources. The food provided will be a lunch and dinner for three days, for a family of four. Each family will receive a box of 24 individual meals, fresh fruit, and milk, alongside diapers and educational materials and supplies. Distribution sites will be at the Downtown and East Oakland Senior Centers.

Distribution Sites

Day 1 - Tuesdays	200 Grand Avenue, Oakland, CA (Downtown Oakland Senior Center)
Day 2 - Wednesdays	9255 Edes Avenue, Oakland CA 94603 (East Oakland Senior Center)
Day 3 - Fridays	200 Grand Avenue, Oakland, CA (Downtown Oakland Senior Center)

The USDA Child Nutrition Programs are designed to offer age-appropriate, nutritionally sound meals to children, 18 and under. Program flexibilities offered by USDA and adopted by the State of California, will allow the City of Oakland Head Start Program to also claim reimbursement for the meals provided to Oakland Head Start children.

FISCAL IMPACT

The total cost for the vendors for SFSP community sites, excluding the Head Start distribution, is approximately \$597,280, funded primarily by the SFSP grant from the CDE along with funding from the Sugar Sweetened Beverage Tax Fund (1030). The appropriation for the SFSP grant is included in the Fiscal Year (FY) 2019-2020 Adopted Budget in the Department of Agriculture Fund (2102), Year Round Lunch Program Organization (78241), HSD Summer Food Program Project (1004170), and Award (23405) in the amount of \$426,870 to offset food vendor costs in the amount of \$406,115 and internal service charges of \$20,755. The appropriation for SFSP personnel costs of 4.0 full-time equivalent (FTE) staff is included in the Adopted Budget in Measure HH (Fund 1030), Administrative Project (1003817), and (Award 23469) in the amount of \$220,781. The appropriation in the Adopted Budget in Measure HH (Fund 1030), HSD Administration (1000017) and Award (N/A) in the amount of \$400,000 covers additional costs for contracted food vendors to enhance portion size and meal quality and is estimated at

\$191,165, and covers additional operating costs totaling \$47,643 for auto rentals for program monitors, office supplies, and City car expenses.

A grant from Alameda County - Oakland Community Partnership has been awarded in the amount of \$5,000 and will be deposited to Year Round Lunch Program Organization (78241), to offset the food vendor costs for SFSP 2020. HSD Donations Summer Food Program Projects (1001396) are also available to offset the food vendor costs for SFSP 2020. **Table 6** below summarizes the funding sources for SFSP.

Table 6: Funding Source for SFSP 2020

Fund Source	Org.	Project	Award	SFSP Funding	HS Sources of Funding	TOTAL AMOUNT
CDE SFSP Grant (2102/1004170)	78241	1004170	23405	\$266,440	\$160,430	\$426,870
Measure HH SSBT (1030)	78241	1003817	23469	\$220,781		\$220,781
AC-OCAP (2128/1004098)	78363	1004098	23376	\$5,000		\$5,000
Grant/Donations (2994/A490310)	78241	1001396	21711	\$21,802		\$21,802
Measure HH HSD Administrative Project (1030)	78241	1000017	N/A	\$325,000	\$75,000	\$400,000
HS/EHS FY19-20 GPF Operating Subsidy	78231	1004470/ 1004476	23375		\$248,296	\$248,296
Total				\$839,023	\$483,726	\$1,322,749

The total cost for the Head Start food distribution plan is approximately \$621,696, funded by a combination of sources. The first source of funding is the SFSP grant from the CDE. The Measure HH Sugar Sweetened Beverage Tax (SSBT) will provide funds in an estimated total amount of \$620,781, as seen in **Table 6**. The Head Start Program is also funded by an allocation of the City's General Purpose Fund, as a non-federal match required by the Head Start federal grant. An additional source of funding is the Head Start FY19-20 grant, to which all costs that are not reimbursable by SFSP, but allowable to be reimbursed by Head Start, will be charged.

PUBLIC OUTREACH / INTEREST

To encourage local food vendors to submit proposals for the City's contract for meal preparation and delivery, staff conducted outreach to announce the formal competitive process. A RFP announcement was advertised in the Oakland Tribune Newspaper. Public outreach for the SFSP occurs through a press release and the use of visible banners at all community site locations to publicize the free lunch program in low-income communities.

COORDINATION

The Budget Bureau, Oakland Parks and Recreation and Youth Development, Oakland Public Works and the Oakland Public Library were consulted in the preparation of this report and resolution.

PAST PERFORMANCE, EVALUATION AND FOLLOW-UP

The SFSP passed the 2019 review by the CDE without substantive findings. Upton dba School Foodies has delivered meals to program sites in 2017, 2018, and 2019. The City will again monitor to ensure reusable and compostable packaging, timely delivery of meals, control of temperature during delivery, and delivery of complete and undamaged meals. The SFSP program will also assess the quality of meals provided through surveys and site compliance through site visits.

SUSTAINABLE OPPORTUNITIES

Economic: The SFSP provides temporary part-time employment opportunities for eight to ten program monitors.

Environmental: Reusable, compostable and recyclable materials are used to package all meals provided to the SFSP program. The Environmental Services Division of Oakland Public Works assists with waste reduction efforts at City sites.

Race & Equity: The SFSP provides access to free and nutritious meals for low-income children. Improvements in nutritional intake are linked to performance in school and overall child health and wellness.

ACTION REQUESTED OF THE CITY COUNCIL

Staff Recommends That The City Council Adopt A Resolution To:

- 1) Accept And Appropriate A Summer Food Service Program (SFSP) Grant From The California Department Of Education (DOE) In The Amount Of \$426,870; And
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For questions regarding this report, please contact Sandra Taylor, Human Services Manager, at (510) 238-7163.

Respectfully submitted,



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