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OFFICE OF THE  
CITY MANAGER

CITY OF SACRAMENTO  
CALIFORNIA

CITY HALL  
ROOM 101  
915 I STREET  
SACRAMENTO, CA  
95814-2684

916-449-5704

September 26, 1989

Joint Budget and Finance  
Transportation and Community Development Committee  
Sacramento, CA 95814

Honorable Members in Session:

**SUBJECT: REPORT BACK ON "HUNGER HITS HOME" AND THE  
ESTABLISHMENT OF A HUNGER COMMISSION**

**SUMMARY**

This report recommends the expansion of the role and focus of the "FEMA BOARD" into a joint City-County Hunger Commission under the auspices of the Community Services Planning Council (CSPC) and the appropriation of one-half of CSPC's first year staff and operating costs.

**BACKGROUND INFORMATION**

At the direction of the City Council and in response to the "Hunger Hits Home" report of CSPC, which outlined the current situation relative to hunger in the community, staff of the City Manager's office and the Department of Parks and Community Services have participated on a county-wide task force to evaluate and report back on the report.

The attached report prepared by Dennis Hart, Director, County Department of Social Services, who chaired the ad-hoc task force, fully outlines the response and recommended course of action. Basically the report recommends expanding the role of the current Sacramento Emergency Food and Shelter Board (FEMA) to be a City-County Hunger Commission. This Board operates with staff services from CSPC and it is recommended that one additional staff person be added to be jointly funded by the City and the County to implement the recommendations of the "Hunger Hits Home" report.

The Board of Supervisors approved the County's contribution on September 12, 1989.

**FINANCIAL DATA**

This report recommends an appropriation of \$18,250 from the General Fund Administrative Contingency to provide the City's share of the costs. The monies will be placed in the budget of the Recreation Division of the Department of Parks and Community Services who will administer and monitor the program with CSPC.

**POLICY CONSIDERATION**

None at this time.

**MBE/WBE**

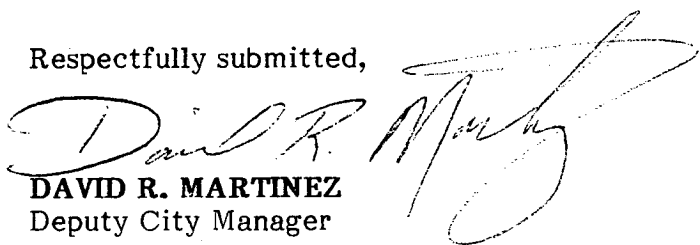
Not applicable to this report.

**RECOMMENDATION**

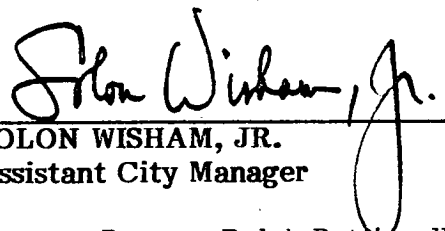
It is recommended that the Joint Budget and Finance/Transportation and Community Development Committee review this report and forward it to the full City Council for action. It is further recommended that the City Council, by resolution:

1. Approve the expansion of the role and focus of the "FEMA BOARD" into a joint City-County Hunger Commission under the auspices of the Community Services Planning Council.
2. Appropriate \$18,250 from the General Fund Administrative Contingency to the Department of Parks and Community Services for the City's share of the costs of the program.

Respectfully submitted,

  
**DAVID R. MARTINEZ**  
 Deputy City Manager

Recommendation Approved

  
**SOLON WISHAM, JR.**  
 Assistant City Manager

Contact Person: Ralph Pettingell, Senior Recreation Supervisor, 449-2173

October 10, 1989  
All Districts

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# RESOLUTION NO.

ADOPTED BY THE SACRAMENTO CITY COUNCIL

ON DATE OF \_\_\_\_\_

**RESOLUTION AMENDING THE CITY  
BUDGET FOR FISCAL YEAR 1989-90 FOR  
THE JOINT CITY/COUNTY HUNGER  
COMMISSION BY \$18,250**

**BE IT RESOLVED BY THE COUNCIL OF THE CITY OF SACRAMENTO:**

1. Approve the expansion of the role and focus of the "FEMA BOARD" into a joint City/County Hunger Commission under the auspices of the Community Services Planning Council.
2. The City Budget for Fiscal year 1989-90 is hereby amended by transferring \$18,250 from General Fund Administrative Contingency Budget (101-710-7012-4999) to the Department of Parks and Community Services/Human Services (101-450-4522-XXXX) for the purpose stated in paragraph 1 above (Appropriation Transfer).

\_\_\_\_\_  
MAYOR

ATTEST:

\_\_\_\_\_  
CITY CLERK

FOR CITY CLERK USE ONLY

RESOLUTION NO.: \_\_\_\_\_

DATE ADOPTED: \_\_\_\_\_

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COUNTY OF SACRAMENTO  
CALIFORNIA

For the Agenda of: September 12, 1989  
11:30 Timed Item

**TO:** Board of Supervisors

**FROM:** Dennis B. Hart, Director  
Department of Social Services

**SUBJECT:** REPORT BACK ON "HUNGER HITS HOME" AND THE  
ESTABLISHMENT OF A HUNGER COMMISSION  
(May 30, 1989 - Item #97)

**RECOMMENDATIONS:**

1. Approve the expansion of the role and focus of the "FEMA Board" into a joint City-County Hunger Commission under the auspices of the Community Services Planning Council (CSPC).
2. Authorize the expenditure of \$18,250 by the Department of Social Services for one-half of CSPC's first year staff and operating costs with the City of Sacramento contributing the other half.

**DISCUSSION:**

On May 30, 1989, Board of Supervisors Chairman Sandra Smoley authorized County Executive Brian Richter to convene an ad hoc group to evaluate and report back on the report entitled, "Hunger Hits Home". This report was released on April 21, 1989, by CSPC and represents a nearly two year effort to explore the scope of the problem of hunger in Sacramento County and to assess possible responses. The report calls for the city and county to establish a Hunger Commission and to implement various actions called for by the report. The lead in convening and chairing the ad hoc review group was taken by the Department of Social Services and included the Administration and Finance Agency, Health Department, Housing and Redevelopment Agency and city government. Staff have reviewed and discussed the report and have prepared and submitted written comments to the Social Services Department. The balance of this report back presents the various actions recommended on pages 23 and 24 for local government in "Hunger Hits Home" followed by the response of the ad hoc review group. The recommended actions of the report are given letter designations here for ease of reference.

- A. Establish a joint City-County Hunger Commission by July 1, 1989, representing public and private sector food and nutrition programs, business, education, religious organizations, and other concerned groups in the community:

- Implement the actions called for by this report and develop any further actions that address both short- and long-term solutions to hunger in Sacramento.
- Examine the infrastructure barriers to fully implementing federal food programs and propose needed state and federal changes to allow for maximum use of the programs.
- Examine the long-range capability of primarily voluntary services.
- Educate the community about local needs.
- Mobilize community resources to address the problem.

RESPONSE:

The case for establishing a city-county Hunger Commission is adequately made as reflected by "Hunger Hits Home" and other products of the hunger study group, such as the community food guide poster.

Rather than setting up a new, independent board, it is more appropriate to expand the role of what was established in 1983 as the Sacramento Emergency Food and Shelter Board. This board was in response to Public Law 98-8, the Jobs Stimulus Bill, which provided funding to local agencies for the purpose of delivering emergency food and shelter to needy individuals. CSPC, at the request of United Way of Sacramento, convened a group of local public and private service providers to establish criteria for projects, accept and review applications, and allocate funds to voluntary agencies. The funds were provided through the Federal Emergency Management Agency (FEMA) as a "one-time emergency allocation" but the program has been renewed and operated every year since; it was recently incorporated as an ongoing program as part of legislation for the homeless. Because of the funding source, this local group is often referred to as the "FEMA Board."

By expanding the role and broadening the focus of the FEMA Board, the new Hunger Commission will have a head start in dealing with the various recommended tasks listed above. The commission should initially develop a statement of its purpose and charge and should provide reports to the Board of Supervisors and City Council on an as needed and at least annual basis.

To accomplish these tasks, CPSC has agreed to hire a full-time executive director and one-fourth FTE secretarial support for the commission. While CSPC will be the appointing authority, both city and county staff will serve in an advisory role in the selection process for the executive director. Along with the operating costs and administrative overhead shown in the attached "Foods Program Coordinator Budget", the net annual cost will be

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\$36,500. The City of Sacramento has committed to supporting one-half of this cost, or \$18,250. Based on the support that the hunger study group received from the Sacramento Regional Foundation and others, there is a reasonable expectation that CSPC will be able to find funding to partially offset the city-county cost.

The Executive Director of CSPC, Nancy Findeisen, concurs with redirecting the FEMA Board to become the Hunger Commission. The chair of the FEMA Board, Mona Mansfield, is also in concurrence.

- B. Provide directories and offer training for local churches and emergency food programs to help them assist and refer people appropriately.

**RESPONSE:**

Since October, 1987, the Community Information Center (CIC) has served as the central access point for information regarding locations, hours of operations and eligibility requirements for food closets. Persons who inquire are directed to closets nearest their homes for which they are eligible and which can accommodate their immediate needs. In addition to CIC's central access phone number (442-4995), people receiving General Assistance or Aid to Families with Dependent Children may call or walk in to receive food closet information from CIC's outreach information specialist located in the Adult Protection Services Unit of the Department of Social Services.

Beyond utilizing an information specialist to provide food closet information, CIC surveys and publishes updated lists of 32 food closets who have given their permission to be included on the lists for distribution. Distribution of the food closet list includes:

1. The Sacramento County Department of Social Services for reproduction and distribution to social workers.
2. Private food closet providers.
3. Social services organizations upon request.

It is important to note that many food closets' operations are not static and that the lists contain time-dated material. CIC is responsible for maintaining the distribution list to insure discontinued use of outdated lists and distribution of current lists. For this reason, along with cost considerations and at the request of the food closet providers, lists are not freely distributed to the public, but rather to organizations providing information and referral to food closets.

Before distribution of the food closet lists, calls received each month by CIC for food closet information had reached as high as 837 (January 1988), and averaged 600 per month. Since the distribution of the list began in January 1989, calls to CIC for food closet information have averaged 225 per month.

Although "food" is the category of need recorded by CIC, it is recognized that many of the callers are expressing financial needs rather than a need for food. Food closet provisions are used to supplement the individual's or family's income by freeing money for other needs.

The CIC is cosponsored by the Sacramento Housing and Redevelopment Agency and the Sacramento Public Library. CIC serves Sacramento county-wide residents and will accept a collect call from residents inside the county boundaries. Funding of CIC is provided by the Area 4 Agency on Aging, Department of Housing and Urban Development, Community Development Block Grant and the Sacramento County Department of Social Services; for fiscal year 1988/89, the county provided \$112,430 which comprised approximately 56% of CIC's funding.

- C. Fund a public health nutritionist to help coordinate all of these services and build links between emergency services and other food and income support programs.

RESPONSE:

The Health Department does not concur with this recommendation because it would require program coordination duties of a specialized health professional whose primary expertise would be in nutrition and dietary areas. The knowledge, skills, and abilities of such professionals should be utilized with direct provision of services as their first priority. Coordination of services and development of linkages should be included in the mission on the Hunger Commission.

- D. Provide immediate access to information on available food closets, feeding sites, shelters, food stamps and other aid programs through a free access number.

RESPONSE:

This is covered in the response by B., above. The possible use of a free access number should be addressed by the Hunger Commission.

- E. Expand participation in child nutrition programs:
  - Provide start-up and administrative funding and request state and federal money to expand WIC to more of the eligible populations.

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- Increase the number of schools participating in the School Breakfast Program.
- Provide technical assistance and support to increase the number of child care programs participating in the Child Care Food Program.
- Increase the number of sites where the Summer Food Program is available.

RESPONSE:

The Health Department concurs that advocacy for expansion of WIC is appropriate. The chief of the State WIC Program advises that there are no additional participant slots presently available, but that more may be available if federal funds are increased in the next federal fiscal year. The Sacramento County WIC Program has grown in recent years as follows:

	<u>Caseload</u>
1985 - 86 --	4,200
1987 - 88 --	4,452
1989 - 90 --	4,900

The last increase came about when funds were provided through the infant formula rebate settlement. The state of California received \$5,921,200 of which \$3,146,013 was allocated to local programs with the balance retained by the state for purchase of additional food for WIC participants. The Sacramento County Program was able to accept only 448 of 1,000 additional slots when the expansion offer was made because of personnel shortages which

could have resulted in financial penalty if the compliance rate for the higher caseload could not be maintained. This type of problem could be avoided in the future if Sacramento County is willing to subsidize the WIC program with local tax money to assure that the full authorized caseload can be served.

Federal funds provided for WIC are insufficient to enable the two Sacramento programs (county and YWCA) to serve the total authorized caseload. County Health Council analysis reveals that an annual infusion of \$88,835 should enable the programs to serve 1,020 more clients on an ongoing basis:

	<u>Actual Caseload</u>	<u>Authorized Caseload</u>
Sacramento County	4,500	4,900
YWCA	<u>2,350</u>	<u>2,970</u>
TOTAL	6,850	7,870



This augmentation would bring the service level to about 20 percent of eligibles, a number still below the state average. The Board of Supervisors approved this proposed augmentation when the 1989-90 Sacramento County budget was reviewed and adopted.

The School Breakfast Programs are operated by the various local school districts and they were not included in the review process. Increasing the number of participating schools should be addressed by the Hunger Commission.

The Department of Social Services concurs that expansion of the Child Care Food Programs (CCFP) is appropriate. The same funding factors that apply to WIC, however, essentially apply to CCFP. In addition, many child care centers and day care providers are reluctant to participate because of the amount and complexity of the paperwork involved. CCFP is another area which should be addressed in detail by the Hunger Commission.

The number of sites where the Summer Food Program is offered has been reduced over the past four years because of a decline in the number of volunteers available. Sacramento City Department of Parks and Community Services staff is presently working with churches, Senior Gleaners, and other community groups to increase the number of volunteers and allow expansion of the program.

F. Increase accessibility to the Food Stamp Program:

- Provide food stamp information at all emergency food program sites.
- Train and use retired professionals as volunteers to help screen and explain the application process to potential food stamp recipients.
- Use the newly created federal option to decrease and simplify monthly reporting.
- Explore the need for and feasibility of creating a Food Stamp Hotline.

RESPONSE:

A brochure on "How to Apply for and Use Food Stamps" (copy attached) is regularly supplied to emergency food providers by the Department of Social Services. Under the provisions of AB 3647, the Food Stamp Program Information Act of 1988, Social Services staff will soon be providing training on food stamp application procedures to homeless shelter operators. This legislation also eliminates a prohibition in the Welfare and Institutions Code against the administration of outreach programs; the State Department of Social Services (SDSS), however, has no immediate plans to require or provide funding for outreach programs. Additionally, AB 3647 requires SDSS to develop expedited services

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information targeted to the homeless population and to make the information available to community agencies serving the homeless.

One of the provisions of the federal Hunger Prevention Act of 1988 is an option that excludes homeless and farm-worker households from monthly income reporting requirements. This option was implemented here effective May 1, 1989.

A separate Food Stamp Hotline would probably prove to be redundant to the services provided by CIC. SDSS is presently developing regulations under the Hunger Prevention Act which will require some type of upgraded phone services. Pending these regulations, a Food Stamp Hotline, along with a possible free access number, should be further reviewed and addressed by the Hunger Commission.

- G. Improve the communication and coordination of services related to food and nutrition.
  - Develop training for all public and private service providers to strengthen the existing referral network.
  - Conduct a food nutrition program outreach campaign.

RESPONSE:

By preparing and distributing food closet lists to organizations which provide information and referral services as discussed in B. above, CIC has substantially improved the coordination of services related to food and nutrition. This list should be continued and possibly expanded. Some service providers, in particular, Lutheran Social Services, have been developing a computerized network to facilitate and coordinate services. This should also be continued and possibly expanded. The need for additional coordination and training, along with a possible outreach campaign, should be reviewed and addressed by the Hunger Commission.

- H. Provide county and city land for community gardens, and include fruit and vegetable plants in public landscaping.

RESPONSE:

Community gardens, both formal and informal, are already well established in the Sacramento area. SHRA currently has 224 garden plots at River Oaks and Kennedy estates, in addition to many small vegetable gardens maintained by residents adjacent to their units. The Community Area Development Authority (CADA) maintains a community garden plot at 15th and Q Streets with an annual fee charged for its use. State policy generally does

not encourage such use, but this site was used as a community garden prior to state purchase and such continued use prior to development was part of the acquisition agreement. St. Patrick Community Gardens maintains 30 plots, primarily for Asian participants.

There is not a great deal of idle county land available for gardening. Potential sites might be a 35-acre plot behind the Safety Center on Bradshaw and an old dump site on Waterman Road south of Bond. Most buffer land held by the county is already leased out for farming purposes and land along the American River Parkway is restricted in use. There are several park sites pending development but their use would be short term only. Future city park land might provide potential sites but the properties generally lack access to water. Such access would need to be obtained from adjoining property owners. Possible sites include the Natomas/Northgate area and El Camino Avenue under power lines; these properties are currently maintained for weed abatement purposes.

In general, the following issues impact expansion of community gardens to a larger scale:

1. Location: Idle public properties are scattered over a wide area within the county and often involve use restrictions, are already leased out for similar agricultural uses, are located in areas not readily accessible, or are not in close proximity to residential areas.
2. Irrigation: The lack of on-site water is a concern as are related issues of proper irrigation techniques (i.e., not flooding), drainage, and public safety.
3. Security: Community gardens, though generally fenced, experience vandalism and theft due to their locations and open accessibility. The use of public landscape areas for this purpose would, undoubtedly, present even greater security concerns.
4. Coordination: Effective community gardens involve development of policies, regulations and oversight responsibilities. Personality clashes between participants, plot assignments, disputes between participants over gardening practices (i.e., organic vs. pesticide use) and initial supervision of irrigation and fencing installation would be required. Policy issues relative to use of plots for "semicommercial" use would need to be established.
5. Liability is always an issue. Community gardening can be expanded in situations where these issues are adequately dealt with. Use of fruits and vegetables in public landscaping is generally not feasible due to additional maintenance requirements, safety and, as mentioned above, security concerns. The Hunger Commission may be able to facilitate additional community gardening.

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I. Evaluate the adequacy of food and nutrition services available for seniors.

RESPONSE:

According to SHRA, there are approximately 300,000 meals served annually at dining centers in Sacramento County by Older American Act (OAA) programs which are funded through the Area 4 Agency on Aging (A4AA) and Sacramento County. The four agencies providing these meals are: LULAC Services Agency, Women's Civic Improvement Center (WCIC), Senior Elderly Nutrition Program (SENP), and Serve our Seniors (SOS). Also, there are approximately 170,000 home delivered meals served to homebound, frail and/or elderly individuals through LULAC, SENP, SOS and two private organizations, Meals a la Car and Meals for Friends.

Approximately two percent of the 60+ population is served through these programs. This is not to suggest that the remaining 98 percent constitute the unmet need. Many senior citizens are not hungry and have no need for subsidized meals. The Older Americans Act precludes imposition of a means test on persons participating in programs funded all or in part by the Act. Although it may be assumed that people who obtain meals through these programs are truly needy, there is no present way to know that this is always the case. Nevertheless, SHRA staff believes that there are major gaps in service delivery/coordination and that deficiencies result from inadequate demographic information on underserved communities as well as lack of money. Funding is the major factor for the numbers being served. More meals could be served with additional federal and state funds.

Through the Brown Bag Program, another OAA project, persons 60+ receive bagged groceries two times per month. Referrals are made through churches, senior centers, newspapers, word-of-mouth, and CIC. More volunteers and food supplies are needed.

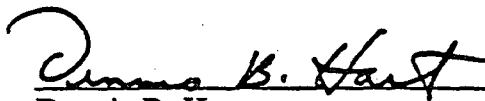
Presently, referrals for seniors are made to food closets by word of mouth, In Home Supportive Services (IHSS), referrals by other agencies and CIC. In this case, the resources are generally well known; it is the capacity to respond with enough food that is the problem, according to staff of the Sacramento Food Bank. Although surplus food from the Senior Gleaners is utilized, it is not enough. More sources are needed.

The Area 4 Agency on Aging is the major coordinating agency for OAA programs. Additionally, the Senior Services Comprehensive Task Force acts as a coordinating mechanism for public and private agencies. While both of these groups address seniors' issues, neither focuses solely on food and nutrition services. The Hunger Commission should address the gaps in service delivery/coordination and the lack of adequate demographic information and funding for seniors' food and nutrition programs.

CONCLUSION:

CSPC and the hunger study group are to be commended for their efforts in exploring the problem of hunger in Sacramento County and for their insights in "Hunger Hits Home." By expanding the role and focus of the FEMA Board into a Hunger Commission, the various areas which have been discussed above can be given the attention they need. The Hunger Commission should be able to make substantial short-range and long-range contributions to alleviating hunger in Sacramento County.

Respectfully Submitted,

  
\_\_\_\_\_  
Dennis B. Hart

Approved by:

\_\_\_\_\_  
Brian H. Richter  
County Executive

DBH:PC:yl

Attachments

- County Executive
- cc: Administration and Finance Agency
- Health Department
- Social Services Department
- Sacramento Housing and Redevelopment Agency
- Community Services Planning Council
- City of Sacramento Department of Parks and Community Services

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COMMUNITY SERVICES PLANNING COUNCIL  
FOOD PROGRAMS COORDINATOR BUDGET

Personnel

Planning Consultant I 1.0 FTE	\$ 19,000
Secretary II 0.25 FTE	3,500
Benefits	3,500
	<hr/>
	\$ 26,000

Operating

Rent/Security	\$ 2,300
Parking	600
Telephone/Reception	2,400
Travel/Conference	400
Postage	500
Duplicating	500
Printing	600
Supplies	200
Subscriptions/Publications	100
Miscellaneous	200
	<hr/>
	\$ 7,800
Agency Administration (8%)	\$ 2,700

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TOTAL BUDGET \$ 36,500

313/foodprog.bud  
7/17/89/nf