FOOD DONATION ACTION
PLAN FOR THE SAN DIEGO
REGION

*Live Well San Diego* Food System Initiative

Produced in collaboration with food system and food donation organizations and stakeholders from the San Diego region.

County of San Diego

June 2018
Table of Contents

EXECUTIVE SUMMARY ........................................................................................................................................ 2

INTRODUCTION .................................................................................................................................................. 4

FOOD/NUTRITION INSECURITY, FOOD WASTE, AND FOOD DONATION IN THE SAN DIEGO REGION .......... 4
  Food/Nutrition Insecurity ............................................................................................................................... 4
  The Health Impacts of Food/Nutrition Insecurity ..................................................................................... 4
  Nutrition Insecurity Demographics for the San Diego Region ................................................................. 5

Surplus Food and Food Waste ........................................................................................................................... 6

Food Donation and Redistribution .................................................................................................................. 8
  Food Banks and Pantries .............................................................................................................................. 8
  Gleaners .................................................................................................................................................. 9
  Regulations ......................................................................................................................................... 10

NEEDS ASSESSMENT ..................................................................................................................................... 12
  Methodology ........................................................................................................................................ 12
  Key Findings ...................................................................................................................................... 12

RECOMMENDATION .................................................................................................................................... 16

ACKNOWLEDGEMENTS ............................................................................................................................... 21
Food Donation Action Plan For the San Diego Region

EXECUTIVE SUMMARY

A food system includes all processes and infrastructure in place to feed a population. Within all the different facets of the food system, from growing to waste management, food donation plays an important role in a food system that builds healthy communities, supports the economy and enhances the environment. The main purpose of the Food Donation Action Plan, produced in collaboration with food system and food donation stakeholders in San Diego county, is to support and improve food donation in the region to help address nutrition insecurity, while also reducing food waste. Promoting and increasing food donation is one of the priorities of the Live Well San Diego Food System Initiative, which supports the Live Well San Diego vision of a region that is building better health, living safely, and thriving.

Food donation helps address food/nutrition insecurity.

Food insecurity exists when people lack secure access to sufficient amounts of safe and nutritious food for normal growth and development and an active and healthy life. Food insecurity is perhaps more accurately referred to as nutrition insecurity as the nutritional quality of food, not just availability, is important to prevent the negative health outcomes of poor nutrition. Individuals facing food insecurity are at an increased risk for obesity, diabetes, heart disease, and hypertension. In the San Diego region, an estimated 1 in 7 people are food insecure. Food security and access to food have been identified as the number one social determinant of health for San Diegans. Food donation helps address food insecurity by redirecting wholesome, edible, surplus food to feed those in need.

Food donation is also a food waste prevention measure that has positive economic and environmental impacts.

Oftentimes, wholesome and healthy food that could have fed individuals and families in need, ends up being wasted, thrown in the trash, and not consumed. In the United States, 40% of food is wasted. It is estimated that the largest volume of food waste occurs at the restaurant, agricultural, retail, and institutional levels (57%) versus at home (43%). When food is wasted, all the resources that were dedicated to producing it, such as water, fuel, energy, labor, and land are also wasted. Presently, the United States spends over $218 billion growing, processing, transporting, and disposing of food that is never eaten. Moreover, food contributes more waste to landfills than any other category and, as it decomposes in the landfills, it produces methane, a greenhouse gas many times more powerful than carbon dioxide in terms of its global warming potential.

The food donation system in the San Diego region is effective in rescuing wholesome food for people in need but there are still some barriers that need to be addressed.

Food banks, food pantries, and gleaners are key in recovering wholesome, edible, surplus food, which would otherwise go to waste, to feed individuals and families in need. There are two main food banks in the San Diego region, as well as over 450 pantries and five gleaning organizations throughout the region that help recover, store, and distribute food. While this food donation network is effective in recovering food for donation, there are numerous challenges and infrastructure needs for this network to continue to assist food-insecure individuals and families. Permitting requirements can be a financial burden for most pantries. Furthermore, most pantries and gleaning organizations rely on volunteers for their operations and use their volunteers’ vehicles to pick up food from donors. This means that most pantries and gleaners don’t have a reliable access to transportation to pick up donated food. Also, pantries that don’t have a refrigerator or freezer, which is often times cost-prohibitive for pantries, have a limited ability...
to accept donated food that requires refrigeration. On the donor’s side, not all potential food donors are aware of existing liability protections and fear that if the food they donate causes someone to become ill, then the donor may be held liable. This perceived liability might dissuade donors from donating food. Additionally, some individuals and businesses may not know how to safely donate food or where to donate it. Similarly, individuals or families experiencing food insecurity might not know where or how to access food or nutrition assistance programs.

Continued collaboration between food banks, pantries, non-profit organizations, and public and private entities is key to supporting and improving food donation in the region

The following recommendations for organizations involved in or in support of food donation were developed based on stakeholder input and on results from a pantry survey conducted by the County of San Diego. Stakeholders will continue to meet and collaborate to implement the recommendations and seek funding at the local, state, and federal government levels, as well as with local foundations and the private sector. Implementation of the recommendations below will support and improve food donation practices in the region, which will help address food insecurity and support food waste reduction.

<table>
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<tr>
<th>Recommendations</th>
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<tr>
<td><strong>Food Safety</strong></td>
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<td>1. Implement a self-assessment and certification checklist for pantries on food safety best management practices.</td>
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<td>2. Provide training on food handling.</td>
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<td>3. Provide support with permitting/registration fees for pantries.</td>
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<td>4. Provide thermometers for refrigerators and digital probe thermometers for pantries to monitor safe food temperatures.</td>
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<td>5. Provide stickers with handwashing, refrigeration, hot holding, and dishwashing instructions to distribute to pantries.</td>
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<td>6. Print and distribute food safety posters for pantries with food safety tips.</td>
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<td>7. Develop and distribute a guide for safe food handling for transporters of donated food.</td>
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<td><strong>Infrastructure</strong></td>
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<td>8. Provide grant funding to pantries for racks, tables, shelves, pallets, pallet jacks/dollies.</td>
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<td>9. Provide grant funding to pantries for refrigerators, freezers, or combination units.</td>
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<td>10. Provide grant funding to pantries and gleaners for cargo vans and trucks.</td>
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<td>11. Provide grant funding to pantries for computer hardware and software to facilitate food donation activities.</td>
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<td><strong>Food Distribution Materials</strong></td>
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<td>12. Provide crates, boxes, and reusable bags for pantries and gleaners to collect and distribute food.</td>
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<td>13. Provide disposable food grade containers/pans for pantries that distribute prepared food.</td>
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<td><strong>Outreach</strong></td>
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<td>14. Distribute the &quot;Too Good To Waste&quot; Food Donation Guide for organizations, such as restaurants, to promote safe food donation and provide information on liability protections.</td>
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<td>15. Provide resources to pantries on how to connect their customers with other nutrition assistance programs, such as CalFresh, WIC, and Federal School Meal Program.</td>
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<td>16. Develop and implement a marketing campaign to promote food donation, connect food donors to food banks, and connect nutrition insecure individuals with food pantries.</td>
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<td>17. Provide trainings for schools on current requirements for share tables and food donation.</td>
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<td><strong>Volunteers</strong></td>
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<td>18. Provide guidance on establishing a volunteer driver program.</td>
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<td><strong>Trainings to Improve Pantry Operations</strong></td>
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<td>19. Provide training for pantries on outreach, computer systems, and finances, including grant applications.</td>
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<td>20. Provide a process to pantries for implementing practical, client-centered strategies for a health-focused environment.</td>
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<td><strong>Further Research</strong></td>
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<td>21. Conduct research to identify under-utilized infrastructure in the region that could be enlisted to support increased food donation.</td>
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INTRODUCTION
A food system includes all processes and infrastructure in place to feed a population. Within all the different facets of the food system, from growing through waste management, food donation plays an important role in a food system that builds healthy communities, supports the economy and enhances the environment. The main purpose of the Food Donation Action Plan (Plan) is to support and improve food donation in the San Diego region to help address food and nutrition insecurity, while also reducing food waste, which are priorities of the Live Well San Diego Food System Initiative. This initiative supports the County of San Diego’s (County) Live Well San Diego vision of a region that is building better health, living safely, and thriving. The Plan includes an infrastructure needs assessment for non-profit, food relief agencies (pantries) as well as recommendations based on the needs assessment and stakeholder input on how to improve food donation infrastructure and practices in the region. Stakeholders involved in the development of this Plan included food banks, pantries, non-profit organizations, local jurisdictions, school districts, universities, waste management companies, and food donors from the private sector.

FOOD/NUTRITION INSECURITY, FOOD WASTE, AND FOOD DONATION IN THE SAN DIEGO REGION
Food/Nutrition Insecurity

The Health Impacts of Food/Nutrition Insecurity
Food insecurity is a complex societal, community and individual issue. International organizations define food insecurity as a situation that exists when people lack secure access to sufficient amounts of safe and nutritious food for normal growth and development and an active and healthy life. Food insecurity is perhaps more accurately referred to as nutrition insecurity which focuses on the food safety and nutritional quality, in addition to physical availability, of food. This is especially important as the health impacts of nutrition insecurity are considered.

In the United States, we face a unique challenge called the double burden of malnutrition, meaning people can be overweight, yet undernourished. It is not enough to simply have enough calories from ultra-processed products; it is essential that human beings have adequate intake of diverse micro and macro nutrients. Individuals facing food insecurity are at an increased risk for a variety of negative physical and mental health outcomes and health disparities, including obesity and chronic diet-related diseases such as diabetes, heart disease, and hypertension. Children experiencing food insecurity are at an increased risk for mental health problems, including delayed cognitive development, making learning in school much more difficult compared with food-secure children

The cycle of food insecurity and chronic disease begins when an individual or family cannot afford enough nutritious food. The combination of stress and poor nutrition can make disease management even more challenging. Further, the time and money needed to respond to these worsening health crises drains the household budget, leaving little money for essential nutrition and medical care. This causes the cycle to continue. Many families experiencing food insecurity often have several, if not all, compounding factors which makes maintaining good health extremely difficult. The latest Community Health Needs Assessment conducted jointly by hospitals throughout San Diego county identified food security and access to food as the number one social determinant of health for San Diegans. The County tracks food insecurity in the region as a key indicator of progress to achieve the Live Well San Diego vision of a region that is building better health, living safely, and thriving.

Food Insecurity Demographics for the San Diego Region

According to the latest research from 2016 provided by the San Diego Hunger Coalition, an estimated 486,000 (1 in 7) people in San Diego county are food insecure. This represents 323,000 adults (of which 55% have a job) and 163,000 children. Research also shows that there is disproportionality when it comes to the food-insecure population in the county. Of the total number of food-insecure adults in the region, 61% are women and 39% are men. Fifty percent of low-income African Americans are food insecure, compared to 42% of Latinos, 40% of Whites, and 34% of Asians. Also, 50% of food-insecure adults are living with a disability.


6 Hospital Association of San Diego & Imperial Counties; and Institute for Public Health, San Diego State University. 2016. San Diego 2016 Community Health Needs Assessment.
Additionally, there are 185,000 people at risk of food insecurity should they lose their benefits from the federal Special Supplemental Nutrition Program for Women, Infants, and Children (WIC) or the Supplemental Nutrition Assistance Program also known as CalFresh in California. This represents 96,000 adults and 89,000 children. This means that the total population who is either currently food insecure or at risk of food insecurity should they lose their WIC or CalFresh assistance is 671,000, or 1 in 5 people.7 The County’s Health and Human Services Agency’s Eligibility Operations Office currently partners with the food banks in the region to provide outreach and resources on how to apply for CalFresh.

Surplus Food and Food Waste
Food waste refers to any food that is grown and produced for human consumption but ultimately is not eaten.8 It includes food scraps resulting from food preparation processes (e.g. potato peels) and food that we don’t eat from our plates. Food waste also includes surplus wholesome edible food, resulting from overproduction or purchase, which is inadvertently left to rot or expires and ends up in the landfills. In the United States, 40% of food is wasted.8 It occurs throughout the food system: during the growing and production process, distribution, manufacturing, in retail stores and restaurants, and in our own homes. It has been estimated that the largest volume of food waste occurs at the restaurant, agricultural, retail, and institutional levels (57%) versus at home (43%). Presently, the United States spends over $218 billion (1.3% of GDP) growing, processing, transporting, and disposing of food that is never eaten.9 Consequently, the economic impact of food waste is felt by all facets of the food system and many sectors of the economy.

Food waste also has a negative social impact. Oftentimes, wholesome and healthy food that could have fed individuals and families who experience food insecurity, ends up being wasted, thrown in the trash, and not consumed. There are many factors that contribute to the wasting of wholesome food from the farm to retail levels that could have been donated, from variations in the size and appearance of produce that deviates from packaging standards and/or aesthetic expectations from consumers (“ugly food”), production practices in the restaurant or catering industry, misinterpretation of food labels and lack of information on assessing food expiration (“sell by” vs. “best if used by” vs. “expiration date” vs. actual expiration of food products), to over-sized portions in restaurants. According to the United States Department of Agriculture (USDA), the top three categories of food being wasted at the retail (grocery) and consumer levels combined are dairy products (19.1%), vegetables (19%), and fruit and grain products (both tying at 13.9%).10 These food categories provide high nutritional value, and if recovered for donation could have supported the nutritional need of individuals experiencing food insecurity.

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In addition to economic and social impacts, food waste also has environmental impacts. When food is wasted, all the resources that were dedicated to producing it, such as water, fuel, energy, labor, and land are also wasted. Food waste accounts for the equivalent of 21% to 33% of U.S. agricultural water use. Moreover, according to the United States Environmental Protection Agency (EPA), food waste represents 21.6% of municipal solid waste, which contributes more waste to landfills than any other category. As food decomposes in the landfills it produces methane, a greenhouse gas up to 86 times more powerful than carbon dioxide in terms of its global warming potential.

On September 16, 2015, the USDA and EPA announced the first ever national goal to reduce food waste by half by the year 2030. The EPA has developed the Food Recovery Hierarchy (shown below), which is a diagram that prioritizes actions that create the most benefits for the environment, society, and the economy. Food donation is the second most-preferred action, behind reducing the volume of surplus food generated. At the state level, AB 1826 and SB 1383 established requirements to divert food waste from the landfills and to rescue wholesome, edible food for donation. Coordinated efforts such as the

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development and implementation of this Plan will be key in meeting food waste reduction goals and requirements and in helping address food insecurity locally.

**Food Donation and Redistribution**

**Food Banks and Pantries**

There are two food banks in the San Diego region, the Jacobs & Cushman San Diego Food Bank (San Diego Food Bank), with its additional North County Food Bank chapter, and Feeding San Diego, a member of the national Feeding America Network. Together, the San Diego Food Bank and Feeding San Diego distributed 51.2 million pounds of food locally in 2017, serving hundreds of thousands of people each year through their more than 450 non-profit partner agencies (pantries) with feeding programs.

For purposes of this Plan, the term “pantry” refers to feeding organizations of various sizes and scope, from small, volunteer-run operations that collect and distribute non-perishable items, to large organizations that may collect and distribute all kinds of food and may also prepare and serve (or deliver) meals to nutrition-insecure customers. Some pantries may also offer other services and programs, such as temporary housing, rehabilitation, and job training. Pantries in the region may or may not have a partnership with the food banks. Examples of pantries include: non-profit or volunteer-run food pantries, soup kitchens, shelters, low-income daycare centers, senior centers, faith-based organizations, schools, and day centers for the elderly and disabled.

Food donations are accepted at both the food banks and the pantries. The food banks receive food from a range of sources including locally-run food drives, the USDA, growers, gleaners, retailers, and wholesalers. Once the food arrives at the food banks warehouses (either picked up by the food bank or delivered by the donor), they rely on volunteers to inspect (for edible quality and food safety) and sort the food. Food can be categorized by food group and boxed and bagged for distribution to the community. Approximately 37,000 people volunteer at the food banks’ warehouses every year – saving significant labor costs. The San Diego Food Bank distributes food directly to families and individuals in need at 180 distribution sites throughout the county every month. Feeding San Diego’s Mobile Pantry, a farmer’s market style distribution, delivers food twice per month to underserved neighborhoods (predominantly rural areas, especially in the North and East county) that have a high incidence of poverty and lack consistent access to transportation to reach grocery stores or other sources of fresh, healthy food. The food banks also provide food to their member pantries, which are held to the food banks’ administered food safety guidelines and governing procedures to ensure food is distributed safely to the end consumer.

In addition to the food banks’ direct distributions, pantries pick up food from the food banks’ warehouses or accept deliveries from the food banks and distribute the food to people in need in their areas. Some of the larger pantries may also serve as food donation hubs for smaller pantries in the community. Pantries also conduct their own food drives and also receive donations directly from donors, such as households, gleaners, supermarkets, and restaurants in their communities. Most relationships between supermarkets, restaurants, and other organizations and pantries (especially for the smaller pantries) are established
and/or managed by the food banks, this way, donated food is moved more safely and efficiently from the donating party to a nearby pantry.

Pantries distribute food to the end consumer mainly through boxed distributions or a customer choice system. With boxed distributions, pantries put together boxes or bags of assorted food items to be distributed to customers at the pantry or other off-site location; on the other hand, customer choice, which is the ideal method of meeting consumers’ needs and preventing food waste, is a system where individuals that come to the pantry personally choose only the items they need. Sometimes, pantries may also use donated food to prepare and serve meals to customers who may not have the ability to cook their own meals, or they may re-portion prepared food donations (for example, from a restaurant) to distribute to end consumers.

Overall, this food donation structure of food banks partnering with donors and pantries is effective and efficient since the food banks have the capability to connect food donors with pantries in their own communities. Also, the food banks have the ability to store and redistribute large amounts of donated food received from local donors, out of state partnerships with other food banks as part of the California Association of Food Banks, the Feeding America network, and federal programs. Additionally, the food banks serve as a central point of contact for pantries in terms of training opportunities to improve their operations and in terms of making other resources available to individuals experiencing nutrition insecurity. Currently, the County Department of Environmental Health (DEH) partners with the food banks to reach out to pantries to share information about food safety practices and conduct assessments to determine if a health permit is required. This partnership also facilitates outreach regarding food safety measures to prevent spread of diseases during an outbreak.

Gleaners

Gleaning, as defined by USDA, is the act of collecting excess fresh foods from farms, gardens, farmers’ markets, grocers, restaurants, state/county fairs, or any other sources in order to provide it to those in need. Gleaning organizations rely on volunteers and donated funds to run their operations, which consist of partnering with local growers, residents with fruit trees, or other food donors, to harvest or collect their excess produce for free. Then, gleaners take the collected food to a food bank or pantry.

There are five gleaning organizations in the San Diego region and, together, they collected over 500,000 pounds of food in 2016. This is equivalent to 250 tons of edible food diverted from the landfill and approximately 1.5

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Gleaners provide an important service to donors who may not have the means (e.g. labor and transportation) or the established relationship with a food bank or pantry to donate their excess produce. Gleaners are also important to food banks and pantries who benefit from the donation of local produce and other wholesome and nutritious food items, which otherwise may have gone to waste.

The County Department of Agriculture, Weights & Measures (AWM), has partnered with gleaning groups to help them connect with farmers’ markets in the region so that wholesome produce that goes unsold at the end of the market day can be collected by gleaners and donated to a food bank or pantry. AWM also informs gleaners about quarantine areas where plans and plant material should not be moved outside of the area to protect agriculture against harmful pests and plant diseases. AWM also connects residents who own backyard orchards with gleaning groups in the region so their excess fruit can be harvested for donation by a gleaning group.

### RESIDENTIAL GLEANING POSSIBILITIES IN THE SAN DIEGO REGION

- **2,352,000** pounds of produce from one season in one year that could be available for gleaning from homes in the region
- **1,176** tons of edible food diverted from the landfill
- **Over 7 million** servings of fresh produce

### Regulations

The following is a list of existing and proposed regulations related to food donation. These regulations include mandates to divert food from going landfills, tax incentives, and legal protections to donors of food who may have liability concerns.

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15 Clay, Karen. 2018. San Diego County Residential Gleaning Possibilities. This is an independent report based on data and projections from the County Department of Agriculture, Weights & Measures, SANDAG, CalRecycle, the San Diego Hunger Coalition, the San Diego Food System Alliance and San Diego gleaning organizations.
Existing:

**Bill Emerson Good Samaritan Food Donation Act – H.R. 2428 (1996)**
The purpose of this law is to encourage the donation of food and grocery products to nonprofit organizations that distribute food to people in need. The Good Samaritan Act provides that a person or gleaner be protected from civil and criminal liability from the nature, age, packaging, or condition of food donated in good faith to a nonprofit organization for ultimate distribution to needy individuals.

**California Good Samaritan Food Donation Act – AB 1219 (2017)**
This law expands liability protections to cover past-date foods that are evaluated to be fit for human consumption by the donor at the time of donation, and states that no person, gleaner, or food facility will be liable for any damage or injury resulting from the consumption of the donated food, except for injury resulting from the negligence or intentional misconduct in the preparation or handling of donated food.

**Tax Deduction for Charitable Contributions (Internal Revenue Code, Section 170)**
This section of the Internal Revenue Code pertains to the allowance of deduction for charitable contributions and gifts and encourages donations by allowing “C” corporations to earn an enhanced tax deduction for donating selected surplus property, including food.

**Food Donations and Pupil Meals: Schools – SB 557 (2017)**
This law allows food service staff, students, and faculty at public schools to donate leftover unopened food to “share tables” (share tables are predesignated tables where individuals can place unopened food and drinks that they are not going to consume for others to take) that are available to students during the course of the school year, or to a food bank or any other nonprofit charitable organization. The State Department of Education is tasked to update specified guidelines on the donation of leftover food.

**Food Labeling: Quality and Safety Dates – AB 954 (2017)**
This law addresses confusing food date labels such as “sell by,” “best by,” and “best before” to prevent people from throwing away safe food. The bill requires the California Department of Food and Agriculture to publish information to food manufacturers, processors, and retailers that promotes the consistent use of uniform terms on food labels to communicate quality and safety dates.

This law requires businesses and multifamily complexes that generate a specified amount of organic waste per week to arrange for recycling services for that waste, and for jurisdictions to implement a recycling program to divert organic waste from businesses subject to the law. Strategies for businesses to reduce organic waste may include donation of surplus edible food. Jurisdictions can exempt businesses and multifamily complexes from the requirements of the law if the business or multi-family complex implements actions (such as food donation) that result in the recycling of organic waste.

This law requires statewide reduction of organic disposal volumes by 50% by 2020 and 75% by 2025 and recovery of 20% of edible food by 2025. Food waste prevention, food donation, and having the necessary infrastructure in place to manage food donations will be key in meeting these requirements.
Proposed:  
**Limited Service Charitable Feeding Operation - AB 2178 (2018)**

This bill would exempt limited service charitable feeding operations, such as food pantries doing limited preparations, from the definition of food facility. The purpose of this bill is to provide greater regulatory flexibility for non-profit charitable feeding operations to serve wholesome food to those in need with a primary focus on food safety and provide a clear direction and guidance to both operators and local enforcement agencies.

**NEEDS ASSESSMENT**

**Methodology**

The County of San Diego (County) convened a stakeholder group including the two food banks in the region, pantries, gleaners, non-profit organizations, local jurisdictions, school districts, universities, waste management companies, and a number of food donors from the private sector to conduct qualitative research and learn about the barriers and opportunities regarding food donation in the San Diego region. This group also developed a survey for pantries to gather qualitative and quantitative data and help inform infrastructure needs to support food donation. As part of the process, the County also consulted with researchers from the University of San Diego’s (USD) Caster Family Center for Nonprofit and Philanthropic Research, who in 2015 had conducted an assessment of the capacity of food pantries in the region.

The County survey consisted of 69 questions in the areas of organization and client characteristics, short- and long-term infrastructure needs, and operations. The survey was distributed online through the food banks to a total of 455 pantries, of which 162 completed it (a response rate of 35%). Data was collected over a 30-day period.

**Key Findings**

Overall, findings from the pantry survey are consistent with stakeholder input and corroborate previous findings from USD’s researchers regarding infrastructure needs and barriers: funding for transportation and storage (including racks and refrigeration) is a top barrier and need for pantries to better address nutrition insecurity in communities.

Following is a summary of key findings from stakeholder meetings as well as the pantry survey conducted by the County related to barriers and needs to improve food donation in the San Diego region. These findings were used to develop the recommendations section of this report.
Pantries currently fall under the regulatory requirements of the California Retail Food Code (CRFC). For most pantries, CRFC permitting requirements can be a significant financial burden. The currently proposed State bill on non-profit charitable feeding operations, AB 2178, would provide flexibility to certain pantries to continue running under specific guidelines and a registration in lieu of a permit. However, not all pantries will qualify for this registration and will either still require permits or have to cover registration costs. DEH is working with the food banks and pantries to assess the pantries’ level of operation and provide food safety and regulatory permitting guidance accordingly.

Some fresh food, such as produce, meats, dairy, and some prepared food may require refrigeration for food safety or to extend its shelf life. Pantries that don’t have a refrigerator or freezer, which is often times cost-prohibitive for pantries, have a limited ability to accept donated food that requires cold storage. This means that certain food items that can contribute to the nutritional needs of communities experiencing nutrition insecurity cannot always be accepted by certain pantries. Moreover, the lack of cold storage significantly shortens the time window that a pantry has to distribute certain food items, which could potentially lead to food going to waste and unrealized opportunities to meet the nutritional needs of pantry customers.

Most pantries and gleaning organizations rely on volunteers for their operations and use their volunteers’ vehicles to pick up food from donors. This means that most pantries and gleaners don’t have reliable access to transportation to pick up donated food. Securing a dedicated vehicle to pick-up and transport donated food can be cost-prohibitive for most pantries.

Some individuals or businesses may not donate food because of perceived liability risks. Donors who donate food in good faith have legal protections at the federal and state levels. However, not all potential food donors are aware of existing liability protections and fear that if the food they donate causes someone to become ill, then whoever donated the food may be held liable.

While there are opportunities to rescue edible food from going to waste and to donate it, some individuals and businesses may not know how to safely donate food or where to donate it. Similarly, individuals or families experiencing nutrition insecurity might not know where or how to access food or nutrition assistance programs.
**STORAGE NEEDS**

Pantries are in need of additional:

- **Storage Space**
  - Yes: 55%
  - No: 45%

- **Rack Space**
  - Yes: 52%
  - No: 48%

- **Cold Storage Space**
  - Yes: 60%
  - No: 40%

**TRANSPORTATION AND TECHNOLOGY**

- **Computer Needed**
  - Yes: 52%
  - No: 48%

- **Over 50% of pantries...**
  - indicated that their volunteers use their own vehicles to pick up or distribute food.
  - need at least one cargo van or truck within the next year to meet their transportation needs.
  - OVER 50% indicated they were interested in computer and/or financial training (including grant writing).

**SOURCES OF DONATED FOOD**

Pantries receive food from food banks and:

- **Retail Store**: 30%
- **Food Drives**: 70%
- **Other (private donors, not through food drive)**: 20%
- **Wholesaler**: 10%
- **Farmers and Gleaners**: 10%
- **Restaurants**: 0%
- **Schools**: 0%
- **Nonprofit**: 0%

- **Over 30% indicated they would be interested in receiving prepared food donations from restaurants.**
Most pantries receive donations of shelf-stable food.

Types of Food Donations Received

- Shelf-Stable: 80%
- Fruits and Vegetables: 70%
- Meat, Poultry, Fish, and Dairy: 60%
- Eggs: 40%
- Ready to Eat: 30%

PANTRIES ON CALFRESH

- OUTREACH: 60% No, 40% Yes
- Do not provide information on CalFresh to their customers.

PANTRIES ON WIC

- OUTREACH: 40% No, 60% Yes
- Do not provide information on WIC to their customers.
RECOMMENDATION

The following recommendations were developed based on stakeholder input as well as results from the pantry survey. Implementation of the recommendations will be led by different organizations involved in or in support of food donation; therefore, continued and expanded partnerships with stakeholders will be key. Stakeholders will continue to meet on a regular basis to ensure implementation moves forward in a timely manner and to address potential roadblocks. County staff will take a leadership role in convening stakeholder meetings, collecting information on implementation status, and collecting and reporting data on measures of success. County staff and stakeholders will collaborate on seeking and securing funding opportunities for implementation from the local, state, and federal government levels, as well as from local foundations and the private sector. Funding needs identified in the recommendations below are projected for the total number of pantries in the region (estimated at 455 based on food bank affiliation) and will help cover initial investments to improve the food donation system in the region. Funding needs will continue to be assessed on an ongoing basis.

Implementation of the recommendations below will support and improve food donation practices in the region, which in turn will help feed families experiencing nutrition insecurity and support food waste reduction.

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<tr>
<td><strong>Food Safety</strong></td>
<td><strong>Goal: Improve food safety in pantry operations.</strong></td>
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<td>1. Implement a self-assessment and certification checklist on best management practices of food safety. This checklist is to be completed by local food pantries as a tool to assess their food safety needs and current operating levels. This self-assessment and self-certification checklist will be supplemented with a &quot;user guide&quot; that will serve as an educational reference tool for the food pantries.</td>
<td>The County’s Department of Environmental Health (DEH), food banks, and pantries.</td>
<td>Ongoing effort, pending adoption of AB 2178 by the State legislature. DEH has had an active role in the development of the proposed AB 2178, which would amend the California Retail Food Code (ORFC) to provide greater regulatory flexibility and clarity in oversight of charitable feeding operations. If AB 2178 is adopted, the new bill will provide direction and guidance to both operators and local enforcement agencies.</td>
<td>Seek funding opportunities from state and local governments, foundations, and the private sector to sponsor Food Safety Manager certifications for pantries that conduct food preparation to be able to offer onsite food handler training and issue food handler cards to their volunteers. Partner with food banks to manage funding. Funding of $15,000 would provide 100 certifications.</td>
<td>Temporary, pending adoption of AB 2178.</td>
<td><strong>Short-term (1 year):</strong> Number of pantries that have completed the self-assessment and certification checklist. <strong>Long-term (after 1 year):</strong> Assess 100% of identified pantries to determine food safety needs.</td>
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<td>2. Provide funding for pantries that conduct food preparation to have a representative in charge take the national Food Safety Manager Course. This course will allow the designated Food Safety Manager at pantries that conduct food preparation to train and test staff/volunteers on site to meet food handler certification requirements for no additional cost.</td>
<td>Food banks and pantries.</td>
<td>Currently, pantries may access food handler training and certification through private companies or through the food banks’ own certified Food Safety Managers for a reduced cost. However, if a certified Food Safety Manager is available at each pantry that conducts food preparation, this Manager could train and test staff and volunteers on site for no additional cost. This is beneficial in improving food safety and avoiding recurring costs for training volunteers.</td>
<td>Seek funding opportunities from state and local governments, foundations, and the private sector to sponsor Food Safety Manager certifications for pantries that conduct food preparation to be able to offer onsite food handler training and issue food handler cards to their volunteers. Partner with food banks to manage funding. Funding of $15,000 would provide 100 certifications.</td>
<td>Within 24 months.</td>
<td><strong>Short-term (within 1 year):</strong> Identify and secure funding. <strong>Mid-term (within 2 years):</strong> Number of individuals who have completed the training and received Food Safety Manager Certification. <strong>Long-term (after 2 years):</strong> 100% of food preparation sites have a Food Safety Manager.</td>
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<td>Food Safety Continued</td>
<td>3. Provide support with permitting/registration fees for pantries.</td>
<td>DEH.</td>
<td>To be developed, pending adoption of AB 2178 and corresponding permitting requirements. This bill would provide greater regulatory flexibility for non-profit charitable feeding operations to serve wholesome food to those in need with a primary focus on food safety and provide a clear direction and guidance to both operators and local enforcement agencies.</td>
<td>Seek support from the County Board of Supervisors to waive permitting/registration fees for food pantries and provide General Purpose Revenue (GPR) to DEH to recover cover costs. Depending on whether AB 2178 is adopted, annual costs can vary from $215,390 (if bill passes) to $476,520 (if bill doesn’t pass).</td>
<td>Within 12 months.</td>
<td>Short-term (within 1 year): Board action to waive fees and provide GPR to DEH to recover costs. Long-term (after 1 year): Continued financial savings to food pantries as a result of fees being waived.</td>
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<td>4. Provide thermometers for refrigerators and digital probe thermometers to monitor food that is being prepared (portioned) by pantries.</td>
<td>Food banks and pantries.</td>
<td>To be developed.</td>
<td>Seek funding opportunities from state and local governments, foundations, and the private sector. Partner with food banks to manage funding. Funding of $10,650 would provide 500 thermometers.</td>
<td>Within 18 months.</td>
<td>Short-term (within 1 year): Identify and secure funding. Mid-term (within 18 months): Number of pantries receiving resources. Long-term (after 18 months): 100% of pantries have digital probe thermometers for food safety.</td>
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<td>5. Provide stickers with hand-washing instructions, refrigeration (41°F), hot holding (135°F), and dishwashing methods to distribute to pantries.</td>
<td>DEH, food banks, and pantries.</td>
<td>To be developed.</td>
<td>Seek funding opportunities from state and local governments, foundations, and the private sector. Partner with food banks to manage funding. Funding of $600 would provide 500 stickers of each kind.</td>
<td>Within 18 months.</td>
<td>Short-term (within 1 year): Identify and secure funding. Mid-term (within 18 months): Number of pantries receiving resources. Long-term (after 18 months): 100% of pantries have received resources.</td>
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<td>6. Print and distribute food safety posters that can be placed in each pantry with easily readable food safety tips. These posters would help refresh safe food handling tips for staff working/volunteering at the pantries.</td>
<td>DEH, food banks, and pantries.</td>
<td>To be developed.</td>
<td>Seek funding opportunities from state and local governments, foundations, and the private sector. Partner with key organizations such as food banks, local government, or non-profits to procure and distribute resources. Funding of $400 would provide 500 posters.</td>
<td>Within 18 months.</td>
<td>Short-term (within 1 year): Identify and secure funding. Mid-term (within 18 months): Number of pantries receiving resources. Long-term (after 18 months): 100% of pantries received food safety posters.</td>
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<td>7. Develop and distribute a guide for safe food handling that would include information on how to safely transport, handle, store, and distribute food for transporters of donated food.</td>
<td>DEH, food banks, and pantries.</td>
<td>To be developed.</td>
<td>Seek funding opportunities from state and local governments, foundations, and the private sector. DEH to develop guide in partnership with key organizations such as food banks and pantries. Funding of $3,135 would allow staff to cover development costs and print 500 guides.</td>
<td>Within 18 months.</td>
<td>Short-term (within 1 year): Identify and secure funding. Develop guide. Mid-term (within 18 months): Number of food donation transporters receiving guide. Long-term (after 18 months): 100% of food transporters receive guide.</td>
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<td>Infrastructure</td>
<td>Goal: Improve capacity and reliability for pantries and gleaners.</td>
<td>8. Provide grant funding to pantries for DEH-approved non-refrigerated food storage such as metal racks, tables, shelves, pallets, pallet jacks/dollies.</td>
<td>To be developed.</td>
<td>Seek funding opportunities from state and local governments, foundations, and the private sector to provide grants to pantries in need of infrastructure. Partner with food banks to manage funding. An initial investment of $50,000 would establish a mini grant program to provide approved non-refrigerated food storage infrastructure to approximately 50% of pantries.</td>
<td>Within 24 months.</td>
<td>Short-term (within 1 year): Identify and secure funding. Mid-term (within 2 years): Number of pantries receiving grants. Long-term (after 2 years): Number of pantries with secured infrastructure.</td>
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<td>County of San Diego, food banks, and pantries.</td>
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<td>9. Provide grant funding to pantries for cold storage such as energy efficient, DEH-approved refrigerators, freezers, or combination units.</td>
<td>County of San Diego, food banks, and pantries.</td>
<td>To be developed.</td>
<td>Seek funding opportunities from state and local governments, foundations, and the private sector. Partner with food banks to manage funding. An initial investment of $900,000 would allow to establish a mini grant program to provide approved cold storage infrastructure to approximately 60% of pantries.</td>
<td>Within 24 months.</td>
<td>Short-term (within 1 year): Identify and secure funding. Mid-term (within 2 years): Number of pantries receiving grants. Long-term (after 2 years): Number of pantries with secured infrastructure.</td>
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<td>10. Provide grant funding to pantries and gleaners for food donation transportation, such as cargo vans and trucks (refrigerated and unrefrigerated).</td>
<td>County of San Diego, food banks, and pantries.</td>
<td>To be developed.</td>
<td>Seek funding opportunities from state and local governments, foundations, and the private sector. Partner with food banks to manage funding. An initial investment of $500,000 would allow to establish a mini grant program to provide 20 cargo vans to pantries/gleaners.</td>
<td>Within 24 months.</td>
<td>Short-term (within 1 year): Identify and secure funding. Mid-term (within 2 years): Number of pantries/gleaners receiving grants. Long-term (after 2 years): Number of pantries/gleaners with secured infrastructure.</td>
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<td>11. Provide grant funding to pantries for computer hardware (i.e., desktops, laptops, and tablets) and software (such as a standard office suite or other specialized software) to facilitate food donation activities, such as inventory management, reporting, etc.</td>
<td>County of San Diego, food banks, and pantries.</td>
<td>To be developed.</td>
<td>Seek funding opportunities from state and local governments, foundations, and the private sector. Partner with food banks to manage funding. An initial investment of $50,000 would allow to establish a mini grant program to provide computer hardware and software to approximately 50 pantries.</td>
<td>Within 24 months.</td>
<td>Short-term (within 1 year): Identify and secure funding. Mid-term (within 2 years): Number of pantries with secured infrastructure.</td>
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<td>12. Provide crates for gleaners and boxes and reusable bags for pantries to collect and distribute food.</td>
<td>County of San Diego, food banks, and pantries.</td>
<td>To be developed.</td>
<td>Seek funding opportunities from state and local governments, foundations, and the private sector. Partner with food banks to manage funding. An initial investment of $15,000 would provide approximately 25 crates, 1,500 boxes, and 5,750 reusable bags.</td>
<td>Within 18 months.</td>
<td>Short-term (within 1 year): Identify and secure funding. Long-term (after 18 months): Number of pantries/gleaners receiving resources.</td>
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<td>13. Provide disposable food grade containers/pans for pantries that distribute prepared food.</td>
<td>County of San Diego, food banks, and pantries.</td>
<td>To be developed.</td>
<td>Seek funding opportunities from state and local governments, foundations, and the private sector. Partner with food banks to manage funding. Funding of $10,000 would provide 10,000 containers.</td>
<td>Within 18 months.</td>
<td>Short-term (within 1 year): Identify and secure funding. Long-term (after 18 months): Number of pantries receiving resources.</td>
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<td>Outreach</td>
<td>Goal: Promote food donation and nutrition assistance programs.</td>
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<td>14.</td>
<td>Distribute the &quot;Too Good To Waste&quot; Food Donation Guide for organizations, such as restaurants and other permitted food operations, to promote food donation and food safety. The guides include a pamphlet on how to safely donate food, where to donate food, and regulatory language explaining liability protections. The guide also includes a reusable, dry-erase-marker tracking sheet for kitchens to track donations and related information for reporting purposes.</td>
<td>DEH</td>
<td>Ongoing. DEH has posted the &quot;Too Good To Waste&quot; Food Donation Guide on its website and its health inspectors stand ready to distribute printed versions of the guide to restaurants and other permitted kitchens as part of their routine inspections.</td>
<td>Funding is needed to print the &quot;Too Good To Waste&quot; food donation guide to be distributed to restaurants and other potential donors. There are approximately 14,000 food facilities in the region who could benefit from this guide. Funding of $5,800 would allow to print 14,000 guides (including re-usable, dry-erase-marker tracking sheets), which would be distributed to every food facility in the region.</td>
<td>Within 12 months.</td>
<td>Guides would be distributed as part of routine inspections, which currently take place once per year. If funding were secured for 14,000 guides, all food facilities would have a guide within one year.</td>
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<td>15.</td>
<td>Provide resources and educate pantries on how to connect their customers with other nutrition assistance programs, such as CalFresh, WIC, and Federal School Meal Program.</td>
<td>County Health and Human Services Agency (HHSA), San Diego WIC Offices, food banks, pantries.</td>
<td>HHSA’s Eligibility Operations Office currently partners with the food banks to provide information on CalFresh to their customers. Efforts need to be expanded to ensure information on CalFresh and other nutrition assistance programs and how to apply to these programs reaches all customers.</td>
<td>County HHSA and San Diego WIC Offices to connect with food banks to expand outreach and resources to pantries. Pantries would need to train their staff and volunteers to offer information on nutrition assistance programs to their customers in a sensible way.</td>
<td>Within 18 months.</td>
<td>Short-term (1 year): Number of pantries provided with resources.</td>
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<td>16.</td>
<td>Regional Marketing Campaign to promote food donation, connect food donors to food banks, and connect nutrition insecure individuals with food pantries. Include a regional recognition component for organizations/businesses that donate food.</td>
<td>County of San Diego, Local jurisdictions, food banks, pantries, and the private sector.</td>
<td>To be developed.</td>
<td>Form a coalition to develop a unified message that supports food donation across the San Diego region and to help inform the marketing campaign. Seek funding opportunities in the region to fund the development and implementation of the regional campaign. Work with a professional marketing firm to develop and implement the regional campaign. A request for quotes would be needed to estimate costs associated with these efforts.</td>
<td>Within 18 months.</td>
<td>Short-term (6 months): Formation of coalition. Secure Funding. Mid-term (within 18 months): Hire professional marketing firm. Development and implementation of marketing campaign. Long-term (after 2 years): Increase in food donations.</td>
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<td>17.</td>
<td>Provide training/outreach to school districts on current requirements for schools to have share tables and donate food from share tables or kitchen production.</td>
<td>California Department of Education, San Diego County Office of Education, DEH, School Districts, County Department of Public Works (Recycling), and food banks.</td>
<td>To be developed.</td>
<td>Form a steering committee to develop a unified message that supports share table implementation and food donation at schools across the San Diego region. Work with California Department of Education, San Diego County Office of Education, the food banks, and interested stakeholders to develop and conduct the regional training. Training to take place annually for three years, then on an as needed basis.</td>
<td>Within 12 months.</td>
<td>Short-term (1 year): Number of school districts receiving training. Long-term (after 1 year): Increased number of school sites with share tables and food donation programs.</td>
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<td>Volunteers</td>
<td>18. Provide guidance on establishing a volunteer driver program.</td>
<td>County of San Diego, Meals on Wheels, and pantries.</td>
<td>To be developed.</td>
<td>Develop a partnership with existing pantries with successful programs, such as “Meals on Wheels” that could be used as a model. Develop and provide guidance to pantries on replicating successful volunteer driver programs.</td>
<td>Within 18 months.</td>
<td>Short-term (within 6 months): Identify successful existing models and form partnerships to develop a guide to establish a volunteer driver program. Mid-term (within 18 months): Number of pantries that have received guide. Long-term (after 18 months): Number of pantries that have established a volunteer driver program.</td>
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<td>Trainings to Improve Pantry Operations</td>
<td>19. Provide training for pantries on outreach, computer systems, and finances, including grant applications.</td>
<td>Food banks, pantries, and other non-profits.</td>
<td>Food banks currently offer regular trainings to their partner pantries on a variety of topics.</td>
<td>Food banks to promote existing training opportunities, including on the topics mentioned in this recommendation, and make them available to pantries.</td>
<td>Within 12 months.</td>
<td>Short-term (within 1 year): Identify existing training opportunities and make them available to pantries. Long-term (after 1 year): Number of pantries benefiting from training.</td>
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<td>20. Provide a process to pantries for implementing practical, client-centered strategies for a health-focused environment.</td>
<td>Leah’s Pantry, food banks, Pantries.</td>
<td>Leah’s Pantry is a statewide non-profit organization currently implementing the “Nutrition Pantry Program” which provides a process for implementing practical, client-centered strategies for a health-focused environment in all food distribution sites. In the San Diego region, two pantries have already achieved gold certification within the Nutrition Pantry Program with six more in process.</td>
<td>Develop a partnership between Leah’s Pantry and the food banks to expand the reach of the “Nutrition Pantry Program” in the San Diego region.</td>
<td>Within 18 months.</td>
<td>Short-term (within 1 year): Make program available to pantries. Long-term (after 18 months): Number of pantries implementing program.</td>
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<td>Further Research</td>
<td>21. Conduct research to identify what, if any, under-utilized infrastructure exists in the region that could be enlisted to support increased food donation, including transportation, commercial kitchens, and cold storage.</td>
<td>County of San Diego, local jurisdictions, food banks, pantries, non-profits, and the private sector.</td>
<td>To be developed.</td>
<td>Partner with food banks, pantries, local jurisdictions, non-profits, and the private sector to identify under-utilized infrastructure that could be made available to support food donations.</td>
<td>Within 18 months.</td>
<td>Short-term (within 1 year): Identify under-utilized infrastructure. Mid-term (within 18 months): Establish partnerships to make infrastructure available for food donation activities. Long-term (after 18 months): Number of pantries that benefit from infrastructure.</td>
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ACKNOWLEDGEMENTS

County of San Diego Staff

**Land Use and Environment Group**
- Domingo Vigil
- Bianca Lorenzana
- Erin Bechtol
- James Inglis
- Jessica Northrup
- Mel Millstein
- Vincent Kattoula
- Sarah Aghassi

**Community Services Group**
- Natalia Hope

**Department of Agriculture, Weights & Measures**
- Karen Melvin
- Dina Morris

**Department of Environmental Health**
- Gloria Estolano
- Heather Buonomo
- Jacklyn Mikhail-Fox
- Vanessa Mello

**Department of Public Works**
- Jennifer Winfrey
- Michael Wonsidler

**Health and Human Services Agency**
- Ariel Hamburger, Public Health Services
- Elena Quintanar, Central & South Regions
- Juanita Garcia, Central Region
- Meghan Murphy, Public Health Services
- Melissa Roberts, North Regions
- Naomi Billups, Public Health Services
- Ismael Lopez, Eligibility Operations Office
- Wendy Shigenaga, Aging and Independent Services

**Sheriff's Department**
- Kurt Greiner

**University of California Cooperative Extension**
- Lori Renstrom
- Shirley Salado

**Stakeholders**
- Adrienne Markworth, Leah's Pantry
- Alicia Saake, Feeding San Diego
- Ana Carvalho, City of San Diego
- Anahid Brakke, San Diego Hunger Coalition
- Angela Kretschmar, Heaven's Windows
- Avecita Jones, City of Carlsbad
- Barbara Hamilton, San Diego Food System Alliance
- Bob Brody, San Diego Unified School District
- Brendan Rosen, Jewish Family Service
- Carelyn Reynolds, Transportation Alliance Group
- Chuck Samuelson, Kitchens for Good
- Dan Brand, Yellow Cab
- Dan DeMarco
- David DiDonato, City of Chula Vista
- Dorothee Lienhart, Solana Center for Environmental Innovation
- Doug Ferris, Interfaith Community Services
- Elle Mari, University of California San Diego (UCSD) – Center for Community Health
- Elly Brown, San Diego Food System Alliance
- Eric Larson, Farm Bureau
- Erica Brown, San Diego Hunger Coalition
- Fred Espinosa, San Diego Unified School District
- Gail A. Gousha, Escondido Union School District
- Geertje Grootenhuis, San Diego Food System Alliance
- Heidi Gjertsen, San Diego Hunger Coalition
- Holly Bauer, Lemon Grove School District
- Isabel StGerman Singh, Community Resource Center
- Jamie Phillips, Vista Unified School District
- Jamie Symons, EDCO
- Janet Whited, San Diego Unified School District
Pantry Survey Participants
31st Street SDA Church
38th Church of Christ
All Saints’ Food Pantry
Amity Foundation
Anchor Church (Revival Tabernacle)
Arabic Church of God
Armando Lomeli/MAAC Project Nosotros
Armed Services YMCA
Ashley Fennell
Bayside Community Center
Beatriz Palmer
Becky Barnett
Being Alive San Diego
Big Sister League of San Diego
Birthline of San Diego County
Bread of Life Rescue Mission
Brenda Blake
Brett Robertson
Bridge of Hope as, Inc.
Brother Benno Foundation
Calvary Chapel Julian
Calvary Chapel Ramona
Calvary Ranch
Carolyn Nichols
Casa Del Sol Clubhouse
Catholic Charities
Catholic Charities/La Posada
Cause of Christ
Christian Credit Counselors
City Heights Community Development Corporation
Community Food Bank of National City
CRF Casa Pacifica
CRF East Corner Clubhouse
Crossroads Foundation
Debra Childers Feeding the Flock
Embrace Brisa del Mar
Embrace for Affordable Housing
Episcopal Refugee Network
Esperanza Crisis Center
Fallbrook food Pantry
Feeding Kids First
Got Your Back SD
First Christian Church
Food Bank at Chollas View
Foothills Christian Church
Foundation for Affordable Housing (Corp)
Friends & Family Community Connection
Good News Baptist Church
Grace Presbyterian Church
Grossmont College
Guardian Angels Catholic Church
Hand in Hand Mission Outreach
Healthright360
Heartfelt Helpings
Heartland Community
Hearts & Hands Working Together
Heaven’s Windows
Holy Family Conference SSVDP
Holy Trinity Catholic Church
House of Metamorphosis, Inc.
Imperial Beach United Methodist Church
Jamul Community Church
Janice Stankus
Jewish Family Service of San Diego
Julie Atherton
Kitchens for Good
Klassic Kids Loma Portal
La Maestra Community Health Centers
La Mesa Adventist Community Service
La Vid Church
Lakeside Christian Helps Center
La Rue Fields
Latter Rain Mission and Training Center
Leon’s place, LLC
Life Renewal
Life’s Investments 501c3
Lighthouse Cares Foundation
Linda Bovet/WSCRC
Los Arcos
MAAC
MAAC Child Development Program
MAAC Project San Martin De Porres
Martha Noderer, LMFT
Masjidul Taqwa San Diego
Meals with a Message
Meridian Southern Baptist Church
Mesa View Baptist Church
Mission San Antonio de Pala
Mission Village Christian Fellowship
Mt. Manna (CUMCI)
NAMI Next Steps
NEIL NATH/ Provision SD
New Life Christian Covenant Church
Noah Homes
North County Lifeline
North County Serenity
Pacific Southwest Community Development Corporation
Paradise Valley Adventist Community Services
Paradise Valley Community Center
Pauma Valley Community Church
Project Access
Provision SD
Ramona Food and Clothes Closet 1824 22
Ramona Food Distribution
RAW Ministries
Restoration Ranch
Robert Webb
Ronald McDonald House
Salvation Army Kroc Center
Samoa Independent
San Diego Fil-Am church
San Diego Freedom Ranch
San Diego Rescue Mission
Scotty Ricks
Senior Saviors
Shaback
Society of St. Vincent de Paul
Sonia Tucker
Sunshine Haven
South Bay Community Services
Southeast Alano Club
Southwestern College
Southwestern College
St. Alban's Episcopal Church of El Cajon
St. John of the Cross Church
St. Paul’s Food Pantry
St. Andrew’s Episcopal Church
St. John of the Cross Food Pantry
St. Mark’s Episcopal Church
St. Rose of Lima Parish
Stepping Higher Inc.
Summit Church
Teen. Challenge
The Anchor Church of San Diego
The Cupboard on 54th
The Fellowship Center
The Foundry Community Church
The Gleaning Field Foundation
The Salvation Army Oceanside Corps
The Santee Food Bank

Tricia McKenzie
TSA SD Centre City Corps
Turning Point Crisis Center
Unions United/United Way of San Diego County
Vista Balboa Crisis Center
Vista Hill Foundation
Vista Teen Outreach
Volunteers of America Southwest
Wesley Community Services Center