



SB 1383 & FOOD BANKS

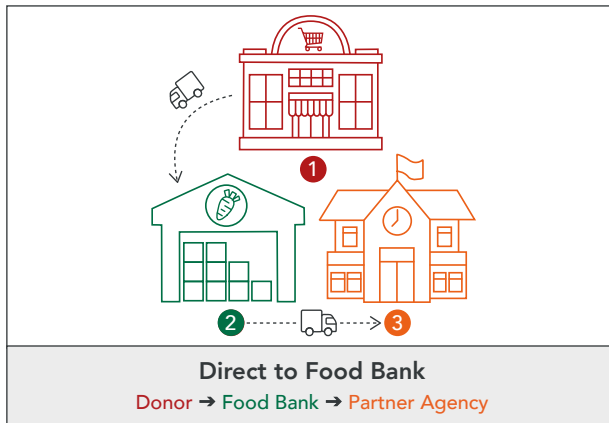
Models of Grocery Recovery

In 2016, California passed **Senate Bill 1383 (Lara)**, which sets methane emissions reduction targets, including a landmark statewide edible food recovery requirement: by 2025, California must recover no less than 20% of edible food that would otherwise be disposed, to help feed people. Implementation towards this goal started on January 1, 2022, beginning with **Tier 1 food businesses**, which must donate the maximum amount of their surplus edible food. For an overview of how SB 1383 affects food banks, see our **Key Topics Overview**.

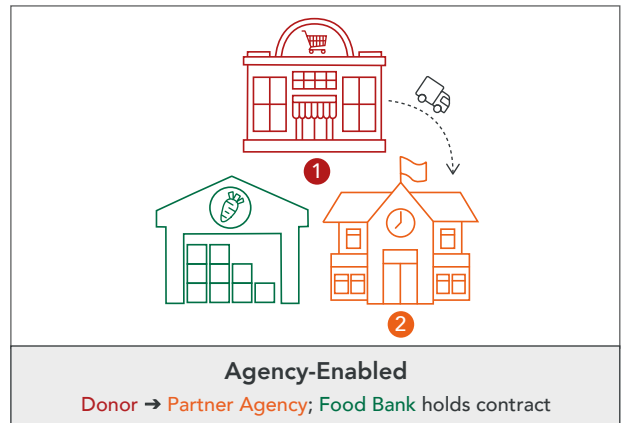
Because California Association of Food Banks (CAFB) member food banks have been doing food recovery since long before the law was enacted, many already had a robust operational infrastructure in place to receive and distribute excess edible food. The new requirements have led to more food becoming available for recovery around the state; as a result, food banks in some communities are receiving more food from existing donors, and/or requests to partner with new donors. SB 1383 also introduced new reporting requirements, which has impacted recordkeeping for participating food banks. While the law **requires jurisdictions (i.e., cities and counties) to assess and build capacity** for food recovery in their communities, it does not provide State funding to cover increased administrative or operational costs for organizations doing the work. The extent to which these combined factors have impacted food banks varies greatly, depending on a food bank's size, capacity, food donors, jurisdictional support, and access to local funds.

As a first step toward better understanding the impact of SB 1383 on food banks, we have documented the different operational approaches that CAFB members use to recover food, focusing on non-prepared food (i.e., groceries), which corresponds with the current phase of SB 1383 implementation. We grouped the approaches into four "models" and describe their respective features, considerations, and costs. The purpose of this summary is to provide an overview of how SB 1383 requirements may be met through these different models, and to share recommendations for next steps in evaluating the law's impact.

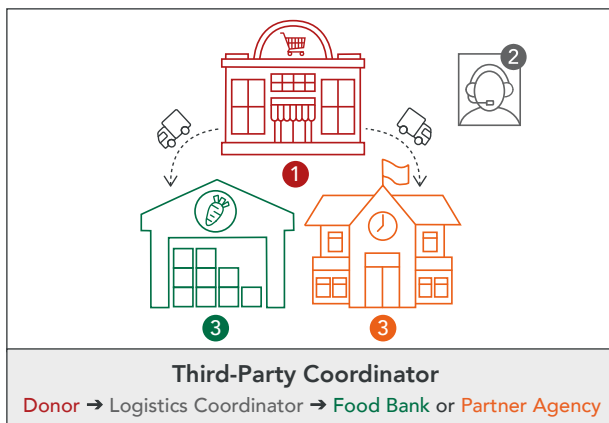
MODEL 1



MODEL 2



MODEL 3



MODEL 4



Model 1: Direct to Food Bank

Under this model, a food bank directly receives surplus food from the Tier 1 business, sorts it, and then distributes the food to partner agencies or clients. Food may be transported to the food bank's facility by the food bank itself, the donor, or a **Food Recovery Service**.

Works when:

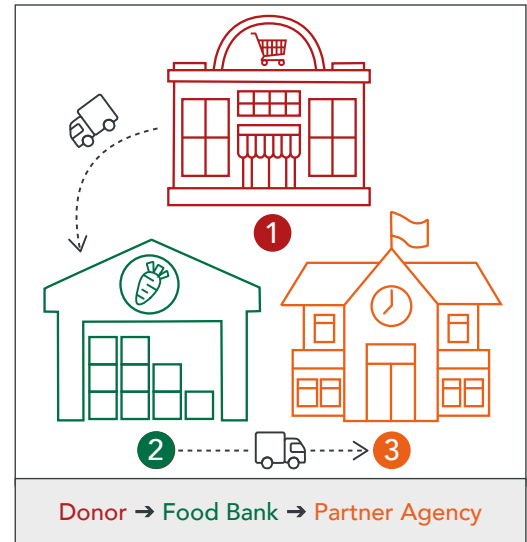
- » The food bank has relationships and holds agreements with Tier 1 business(es) in their service area.
- » Donors are within reasonable proximity to the food bank and have high-quality food to donate on a regular basis.
- » The food bank has the resources (time, staff, vehicles) to handle donated food.
- » The food bank has space and capacity to store, sort, and distribute donated food.

Considerations:

- » The food bank has control over what food is recovered and passed to agencies. Donor education, adherence to food quality and safety standards, etc. are feasible for the food bank to implement.
- » The food bank keeps records of donations received, reports annually to the jurisdiction in which it is located, and provides records to donors as needed.
- » Food banks that exclusively use this model tend to be smaller and in rural areas.

Costs:

Costs associated with transporting, storing, and handling recovered food — including fuel, staff or volunteer time, and infrastructure — are by default absorbed by the food bank. In some cases, costs may be offset with funds or support from a donor or jurisdiction, although this is uncommon.



Model 2: Agency-Enabled

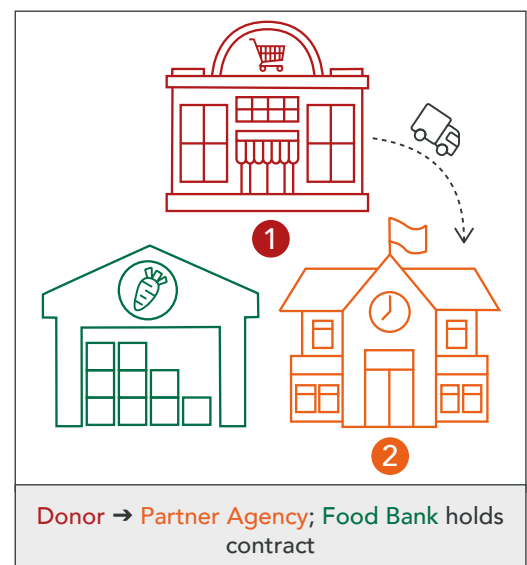
Under this model, the food bank holds contracts or agreements with donors on behalf of partner agencies. The food bank's partner agencies then work directly with those businesses to receive surplus food without the food passing through the food bank's facility.

Works when:

- » A service area has too many donors — or donors are too far away — for the food bank to receive all donated food directly.
- » Partner agencies have the capacity (time, staff, vehicles) to receive, store, and sort donated food.
- » Partner agencies have good relationships and lines of communication with donors.
- » There is a platform (e.g., MealConnect, Primarius, Google) on which agencies can easily add donations to update food bank records.
- » Donation quantities and products match the needs of partner agencies.

Considerations:

- » Annual reporting can be more complicated under this model, because donations must be reported to the respective jurisdiction in which the receiving agency is located — which creates an extra sorting step for food banks that have agencies across multiple jurisdictions. Some food banks have made arrangements to streamline the process; for example, by working with a joint powers authority (e.g., ACCFB reports all donations to



Stopwaste, which handles the sorting of data), or by using a shared platform that allows for disaggregation by donor and jurisdiction (e.g., donation data for LARFB's agencies are uploaded to a Google sheet maintained by the City of Los Angeles, from which jurisdictions can pull their respective data as needed). Food banks may also choose to have partner agencies report directly to their respective jurisdictions. Whichever option is chosen, the food bank must communicate clearly with partner agencies to ensure that annual pounds are reported, and to avoid double reporting.

- » The food bank also needs to work closely with partner agencies to maintain consistent standards on quality and safety of recovered food, and to educate donors as needed.

Costs:

Costs are similar to those in Model 1. Transportation and food handling costs are typically borne by the receiving agencies, although sometimes the food bank can also incur these costs if providing food recovery services. Costs associated with record-keeping, reporting, and donor relations are absorbed by the food bank. Again, in rare cases costs may be offset by donors or jurisdictions.

Model 3: Third-Party Coordinator

In some communities, grocery recovery is coordinated by a service provider that is external to the food bank(s). **Abound Food Care** in Orange County and the **530 Food Rescue Coalition** in Butte County are examples of providers that work directly with donors to recover food and coordinate its delivery to food bank(s), partner agencies, or other human service organizations.

Works when:

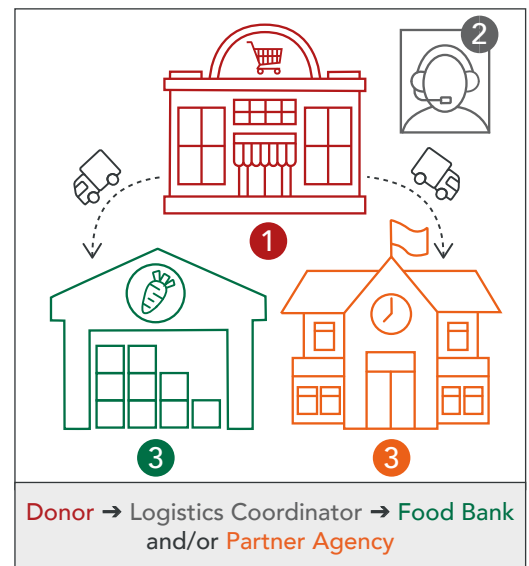
- » Food donations in a community are either too frequent or infrequent, or too large or small for a food bank to coordinate and collect efficiently.
- » The service provider, rather than the food bank, holds contracts or agreements with Tier 1 donors in the area.
- » An app or other tool exists to aid providers in identifying, matching, coordinating, and recording donations.

Considerations:

- » Conserves food bank resources by leveraging volunteer or community services to rescue food.
- » The service provider handles logistics, worker training, reporting, and donor relations.
- » Donor and food handlers' adherence to food safety, nutrition, or quality standards are beyond the food bank's purview.
- » This model only exists in a few areas, so food bank opportunities to participate are limited unless coordination services expand or are replicated.

Costs:

Costs to food banks are minimal. The service provider is sustained by revenue sources external to the food bank, such as donations, grants, or fees for service.



Model 4: Food Bank Not Involved

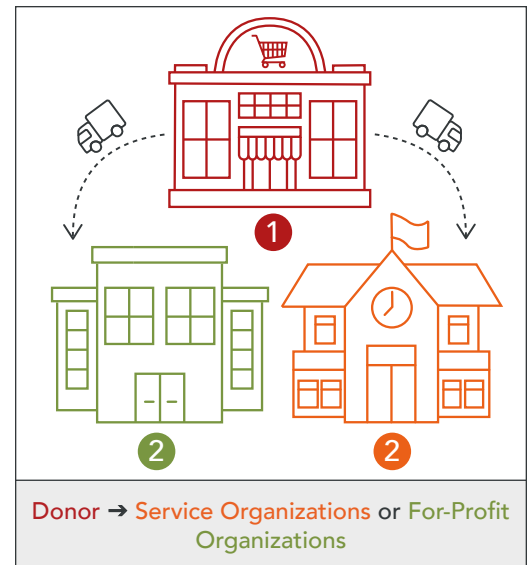
In some counties, such as Kings and Tulare, the member food bank does not participate in grocery recovery at all. Donors in these areas may hold contracts directly with other service agencies or organizations, or the jurisdiction may have an agreement with a Food Recovery Service to recover all donated food in the area.

Works when:

- » Grocery recovery does not make sense for a food bank given its structure and operational capacity or is not essential to meet the food bank's needs.
- » Food recovered from local Tier 1 donors is not suitable for the food bank's client population.
- » There are enough other organizations in the region to receive all the surplus donated food.

Considerations:

- » Financial or resource constraints may be barriers to participating in grocery recovery; removing these barriers could increase the amount of food recovered by food banks.
- » In some areas, for-profit food recovery organizations or services compete with food banks or service organizations for surplus food, limiting its availability for people in need.



Costs:

There are no costs or benefits to food banks because they do not receive rescued food.

Recommendations for Evaluating Impact

As food banks adapt their operations to accommodate the changes introduced by SB 1383, much can be learned about the law's impact on edible food recovery and the charitable food system. Future research and evaluation should address questions about sustainability, efficiency, and potential for improvements, such as:

1. What is the cost of grocery recovery to food banks and agencies? Do these costs vary by recovery model, region, product, or type of donor?

Many stakeholders have called for analyses of the costs associated with transportation, staff and volunteer time, storage, and distribution of surplus food recovered under SB 1383, which have largely fallen to food recovery organizations — such as food banks and agencies — to absorb. Having cost estimates will inform approaches to making SB 1383 more sustainable and equitable. Costs may vary widely by recovery model, coordination and reporting practices, distances traveled, types of products recovered, and other factors. Cost studies should be designed to distinguish among key components as well as account for various scenarios.

2. What is the return on investment for food banks, in terms of pounds of food received as well as other social impacts?

Outcome measures for grocery recovery under SB 1383 need to consider not only quantity but also the safety, quality, and nutritional value of rescued food. Food that is donated too close to expiry to be used wastes the resources that were expended to recover, sort, and ultimately dispose of it. Similarly, surplus foods that do not meet a food bank's nutrition or cultural standards can undermine efforts to maintain a supportive environment for clients. Food banks have the power to refuse donations, but it is unclear how often this happens and for what reasons. While SB 1383 may open new avenues of support for food banks, evaluation is needed on both the positive and potential unintended impacts of the law on the charitable food system.

3. Are there ways to streamline, standardize, and simplify data collection and reporting to facilitate better statewide evaluation of the impact of SB 1383?

Currently, the data consistency varies considerably across the state and there are no systematic checks for validity or accuracy. Standardizing data collection or shifting requirements to donors or others to maintain and report donations can facilitate evaluation and reduce the burden on food banks and partner agencies.

Appendix 1: CAFB Member Food Banks' Grocery Recovery Models

	Model 1: Direct to Food Bank	Model 2: Agency- Enabled	Model 3: Third-Party Coordinator	Model 4: Food Bank Not Involved
Alameda County Community Food Bank	X	X		
Amador Tuolumne Community Action Agency	X	X		
Central California Food Bank	X	X		
Community Action of Napa Valley Food Bank	X			
Community Action Partnership of Kern Food Bank	X	X		
Community Action Partnership of San Bernardino County Food Bank	X			
Community Food Bank of San Benito County	X			
Dignity Health Connected Living Food Bank	X	X		
Emergency Food Bank	X			
Feeding America Riverside San Bernardino	X	X		
Feeding San Diego	X	X		
Food Bank of Contra Costa & Solano	X	X		
Food Bank of El Dorado County	X			
Food Bank for Monterey County	X	X		
Food for People	X	X		
Food Share of Ventura County	X	X		
Foodbank of Santa Barbara		X		
FoodLink for Tulare County				X
Imperial Valley Food Bank	X	X		
Interfaith Food Bank of Amador County	X			
The Jacobs & Cushman San Diego Food Bank	X	X		
Kings Community Action Organization				X
Los Angeles Regional Food Bank	X	X		
Mendocino Food & Nutrition Program — Fort Bragg Food Bank	X			
Merced County Food Bank	X	X		
North State Food Bank (CAA Butte County)			X	
OC Food Bank (CAP Orange County)			X	
Placer Food Bank	X	X		
Redwood Empire Food Bank	X	X		
The Resource Connection	X			
Sacramento Food Bank & Family Services	X	X		
San Francisco-Marin Food Bank	X		X	
Second Harvest Food Bank of Orange County	X	X	X	
Second Harvest Food Bank Santa Cruz County		X		
Second Harvest of Silicon Valley	X	X		
Second Harvest of the Greater Valley	X	X		
SLO Food Bank	X	X	X	
Westside Food Bank		X		
Yolo Food Bank	X	X		
Yuba-Sutter Food Bank	X			

Note: Models unavailable for FIND Food Bank.