

Memorandum

# Memorandum

**TO:** HONORABLE MAYOR  
AND CITY COUNCIL

**FROM:** Jacky Morales- Ferrand  
Director

**SUBJECT:** SEE BELOW

**DATE:** May 7, 2021

Approved

*D. DSYL*

Date

05/07/21

**SUBJECT: APPROVAL OF SUPPORTED ISOLATION AND QUARANTINE  
FUNDING AGREEMENT WITH SANTA CLARA COUNTY**

## **RECOMMENDATION**

Adopt a resolution to:

- (a) Authorize the City Manager to negotiate and execute a Cost Sharing Agreement with the County of Santa Clara for up to \$10,000,000 to provide supported isolation and quarantine services to City residents toward containing and mitigating community spread of COVID-19 in the City of San José (Isolation and Quarantine Support Program) for a term retroactive from December 31, 2020 through June 30, 2021; and
- (b) Accept \$640,000 from the County to provide meals to non-San José residents who are staying in motels as part of the County's Isolation and Quarantine Support Program (County Support Program).

## **OUTCOME**

Council ratification of the agreement will allow the City to reimburse the County to cover the City share of costs of the County Support Program for San José residents. It will also allow the City to continue to provide food delivery services for non-City residents that are isolating and quarantining as part of the County Support Program.

## **BACKGROUND**

The City initiated its Pandemic Planning efforts on January 24, 2020 as news of an unknown virus originating from the City of Wuhan, China, now identified as SARS-COV-2 causing severe respiratory disease (COVID-19), was identified in the United States. On February 3, 2020, the County Health Officer declared a local health emergency and the County's Director of Emergency Services proclaimed a local emergency to respond to the COVID-19 pandemic. On

March 4<sup>th</sup>, 2020, the governor of California proclaimed a State of Emergency to exist in California because of the threat of COVID-19. The City's Emergency Operation Center (EOC) was formally activated on March 6, 2020. On March 16, 2020 the Santa Clara County Public Health Officer issued an Order to all residents to shelter in place and businesses to close except for essential activities, essential services, and governmental services as defined under Section 10 of the Order.<sup>1</sup> To date, the City's EOC organization has been in sustained pandemic response for over 6 months. The City continues to carry out priorities outlined in the COVID-19 Response Roadmap, especially continuing to deliver essential city services to our community, provide targeted services to unhoused populations, open additional services and facilities as County and State restrictions allow, and continue coordination efforts with our partner agencies as we navigate the ever changing landscape of this pandemic.

On August 28, 2020 Governor Gavin Newsom unveiled a new State "Blueprint for a Safer Economy" to replace the former State County Monitoring List and Variance Processes effective Monday, August 31, 2020. This blue print provided a new color coded four-tier framework, with different restrictions on activity for each tier, which will apply to all California counties:

- Tier 1 (Purple) is the most restrictive, and generally aligns w/ the level of restrictions previously in place for counties on the State Monitoring List
- The remaining tiers are Tier 2 (Red), Tier 3 (Orange), and Tier 4 (Yellow). Each tier involves some level of restriction on activity.

The new system is more simplified and counties are assigned to a tier based on only two factors:

- Daily case rate per 100,000 residents (7-day average w/ 7-day lag)
- Positivity rate in a specific county (7-day average w/ 7-day lag)

	Higher Risk → Lower Risk of Community Disease Transmission			
	Widespread Tier 1	Substantial Tier 2	Moderate Tier 3	Minimal Tier 4
<b>Measures*</b>				
<b>Cases**/100,000 population per day (7 day average; 7 day lag)</b>	>7	4-7	1-3.9	<1
<b>Testing % Positivity (7 day average; 7 day lag)</b>	> 8%	5-8%	2-4.9%	<2%

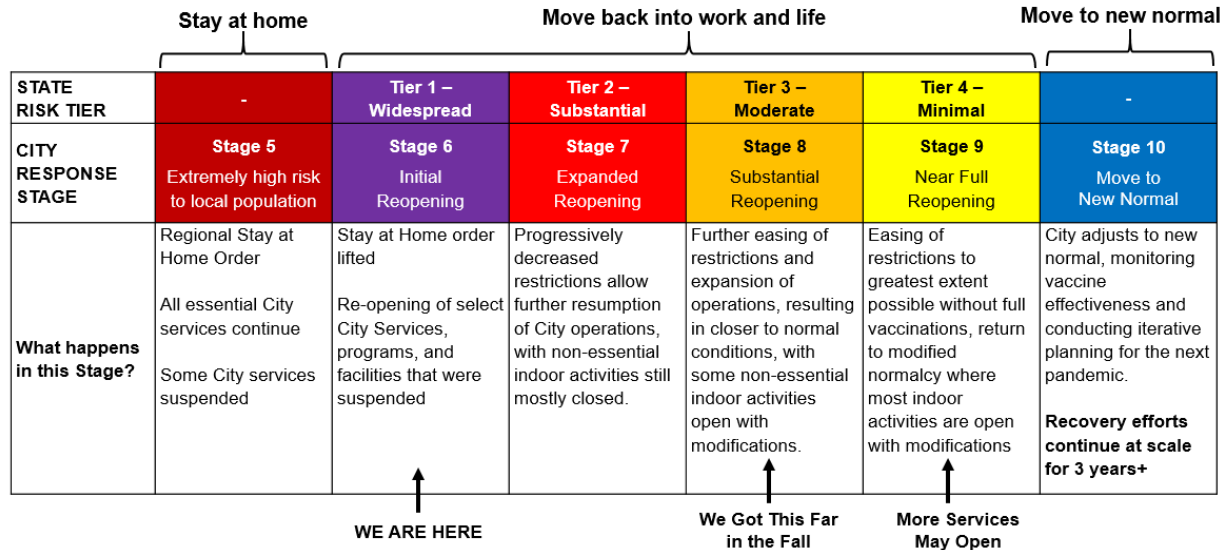
At the time of writing this memorandum, the state has allowed Santa Clara County to move to Tier 4- Minimal, as COVID-19 testing rates seem to be plateauing and COVID-19 related deaths seem to be decreasing.

The City remains in Stage 8 of its Pandemic Plan.

<sup>1</sup> [Santa Clara County Public Health Order](#)

## Between now and July we will be focused on Response, Relief, and Recovery

*Lower Risk and Fewer Restrictions as the epidemic is brought under control*



The vaccine campaign efforts have been carried out to communities, and our collective priority is to vaccinate our most vulnerable residents. Current data on the County’s new vaccination dashboard shows that vaccination rates for Hispanic/Latinos and African America remains lower than other categories for the same demographic. Still, the case infection rate for the Latino population in the County remains the highest at 50% compared to other demographics. When the County implemented a “No Wrong Door Policy” in an effort to expand vaccination access, City officials were concerned that this strategy may inadvertently squeeze out our most vulnerable senior population who have technological, connectivity, language and access/transportation barriers, as they will continue to have to work harder to secure a vaccination appointment in the face of still limited vaccine supply. Across the states, data consistently shows that African American and Latinx populations are not only dying at a disproportionate rate from COVID-19, these populations also make up the very least of the vaccination numbers. Even though ample vaccine supply is now here in Santa Clara County, the challenge has shifted from allocation under scarcity to building vaccine confidence and acceptance. Still this means that more support is required to help families take proper precautions while our partners, including the County, work towards expanding vaccination rates in communities. Building community trust and acceptance in the communities who have faced systemic racism in areas such as access to healthcare, access to transportation, access to vaccination sites around work hours, as well as distrust in the medical community and government systems will be the most challenging hurdle as we work towards the goal of getting 85% of the community vaccinated to achieve community immunity.

As vaccination work continues to roll out, and as more services, facilities, and activities resume due to the state's reopening, COVID-19 Testing, Case Contact Tracing & Investigation, and Supported Isolation (and Quarantine), continues to be the collective COVID-19 response in order to effectively contain the spread of the virus in communities.<sup>2</sup> The City and the County agreed that testing, tracing and supported isolation are interdependent and all three operations are pivotal towards a safe reopening of the economy. Testing, particularly testing in areas of widespread viral infections will support the County's efforts towards continuing to safely shift out mitigation and into containment.

There are three general reasons why one should get tested for COVID-19:

(1) because you have symptoms of possible infection, (2) because you were in close contact with someone who was infectious with COVID-19, or (3) because you are in a job that recommends or requires testing.<sup>3</sup> However, testing is only as good as the contact tracing capacities that must ensue once infected individuals are identified, because tracing helps to break the chains of transmission. Yet, it is not enough to just detect the virus and identify the infected, testing and tracing are only effective if we can ensure that people can safely isolate and/or quarantine themselves to stop the spread of the virus in our community. A targeted and comprehensive system is needed to ensure that people can safely and effectively isolate and/or quarantine. Supportive services such as motel accommodations, rental assistance, food, mental health support, case management and referrals to healthcare and social services, etc. must be available to ensure that people do not have to suffer detrimental impacts to their livelihoods due to COVID-19.

In December, the County asked if the City was still interested in participating in the County's Isolation and Quarantine Program. The County has agreed to continue organizing the program and has reached out to all 14 cities within Santa Clara County, to offer the program. Cities that choose to participate in the County's Support Program are asked to fund their fair share of the program operating costs and the direct costs of providing the program to their residents. This program aims to make quarantining easier for residents and encourage residents to get tested. The three main components are to provide more hotel and motel rooms, financial and rental support, and at-home support such as case management and medical support if needed. The County will provide all services related to program coordination, including program administration and staffing. The City of San Jose's estimated cost share is \$10,000,000.

Since March 16, 2020, the City has provided meals to individuals that have been referred by the County to motel and shelter accommodations to be able to safely shelter-in-place, isolate and/or quarantine on a countywide basis. The City will continue to provide, and the County will pay for, food delivery services for non-City residents that are isolating and quarantining as part of the County Support Program.

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<sup>2</sup> Harvard Edmond J. Safra Center for Ethics- [Roadmap to Pandemic Resilience](#)

<sup>3</sup> Santa Clara County- [Isolation and Quarantine Guidelines](#)

**ANALYSIS**

The Centers for Disease Control (CDC) updated their guidance on the transmissibility of the COVID-19, indicating that persons with mild to moderate COVID-19 symptoms can remain infectious for about 10 days after symptom onset. Persons with more severe to critical illness or severely immunocompromised, are likely remain infectious for about 20 days after symptom onset. Recovered persons can continue to shed detectable viral traces in their upper respiratory tract for up to 3 months after illness onset.<sup>4</sup> On, October 23, 2020, the U.S. Centers for Disease Control and Prevention defines a “close contact” as “someone who was within six feet of an infected person for at least 15 minutes starting from 48 hours before illness (or, for asymptomatic clients, 2 days prior to positive specimen collection) onset until the time the patient is isolated. Over the past few months, new variants of the virus known as SARS-CoV-2 have started to emerge from the U.S. to the U.K. to South Africa and Brazil. Scientists have since learned that the virus has changed in ways that increase its ability to spread and may cause more severe disease. There's no evidence yet that the virus has mutated in ways that allow it to evade vaccines, but the research into the vaccines' efficacy against variants and strains is ongoing.<sup>5</sup>

Until the majority of the population is protected from COVID-19 infections, we will have to be vigilant at controlling the spread of the virus by keeping up preventative measures. In order to contain transmission of COVID-19, Santa Clara County issued guidance on Isolation and Quarantine. Both words, “isolation” and “quarantine” mean staying home, without contact with others, for a certain period of time in order to prevent the spread of disease.

	Definition	Duration of staying home/away from others	Additional Conditions
Isolation	For persons who has had a positive test result, or is waiting on test results, and is likely contagious.	<ul style="list-style-type: none"> <li>10 days since symptoms first appeared, AND</li> <li>24 hours with no fever (without fever-reducing medication), AND</li> <li>Improvements of other symptoms</li> </ul> <p>If you have no symptoms, you can be with others after:</p> <ul style="list-style-type: none"> <li>10 days have passed since your first positive test was collected</li> </ul>	If you have COVID-19, anyone who continues to be in close contact with you when you are in isolation will need to extend their quarantine until 14 days from the day you finish isolating. <u>This may last about 24 days.</u>
Quarantine	For persons who were in <b>close contact</b> with someone who had a positive test result and might	<ul style="list-style-type: none"> <li>Must stay home, even if you test negative, and continue to quarantine for the full 14-day period.</li> <li>If negative and the test was earlier than 7 days after last exposure to</li> </ul>	If you are unable to avoid close contact with the person with COVID-19, you must stay in quarantine for 14 full days <u>after</u> the case's isolation period. <u>This</u>

<sup>4</sup> CDC- [Duration of Isolation and Precautions for Adults with COVID-19](#)

<sup>5</sup> CDC- [About the Variants that Causes COVID-19](#)

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	become contagious in the near future.	case, get tested again towards the end of your quarantine period.	<u>could mean quarantine for 24 days.</u>
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The City recognizes that there are situations that make isolating or quarantining difficult, especially within our vulnerable populations for the timeframes outlined above. These challenges include, but are not limited to, overcrowded housing, the lack of paid sick leave, recent unemployment, co-habitation with at-risk individuals, and obligations to care for family members. Primary among these challenges are: 1) access to a room in which the case or contact may stay and remain separate from other members of the household; and, 2) access to one's own bathroom or the ability to clean the bathroom after each use.

The COVID-19 pandemic has exposed and even magnified inequalities across all sectors of our society. The pandemic's negative effects disproportionately impact communities of color across all income levels.<sup>6</sup> Prior to the pandemic, vulnerable communities were already facing socio-economic barriers, challenges to accessing healthcare, dis-connectivity within a large digital divide, inadequate access to employment services, and inconsistent disability support continue to face higher risk and higher test positivity rates. Among the Latinx population, despite totaling about a quarter of the County's population, data from the Santa Clara County's Demographic of Cases and Deaths Dashboard shows that Latinx individuals attribute to almost half (49% to date) of the County's COVID-19 positive cases. Part of the disproportionate impact of the COVID-19 pandemic on communities of color has been structural factors which prevent those communities from practicing safe social distancing. Marginalized populations in the US disproportionately make up the majority of the "essential workers" such as restaurant staff, retail grocery workers, public transit employees, health-care workers, and custodial staff. As front-line workers who do not have the privilege of "staying at home" or working remotely, the risk of contracting COVID-19 is much higher. Although the 7.7% of Santa Clara County residents have an income below the federal poverty level<sup>7</sup>, cost of living and income inequality in the Bay Area is much higher compared to the rest of the state. In the San Jose- Sunnyvale portion of Santa Clara County income inequality ratio is among the highest, deemed to be the most unequal metro area in all of California. The inequality ratio sits at 34.8, where the top 1% of the population earn on average \$3,345,734 than the bottom 1% of the population.<sup>8</sup> On February 28, 2020, the State announced that vaccination eligibility will be expanded from healthcare personnel and seniors 65 years and older to those working in childcare, education, emergency services, food, agriculture, and unhoused individuals. To date, The City of San Jose still has large populations with high COVID-19 case rates and low vaccination rates (highlighted as areas in red (highest vulnerability) and orange (high vulnerability) on the map below), which means the need to continue supported isolation services will continue as more community engagement, outreach and education is underway.

<sup>6</sup> M. Chowkwanyun- Racial Health Disparities and Covid-19 — Caution and Context; New England Journal of Medicine, May 6, 2020

<sup>7</sup> Current federal poverty level for a 3-person household is \$21,720

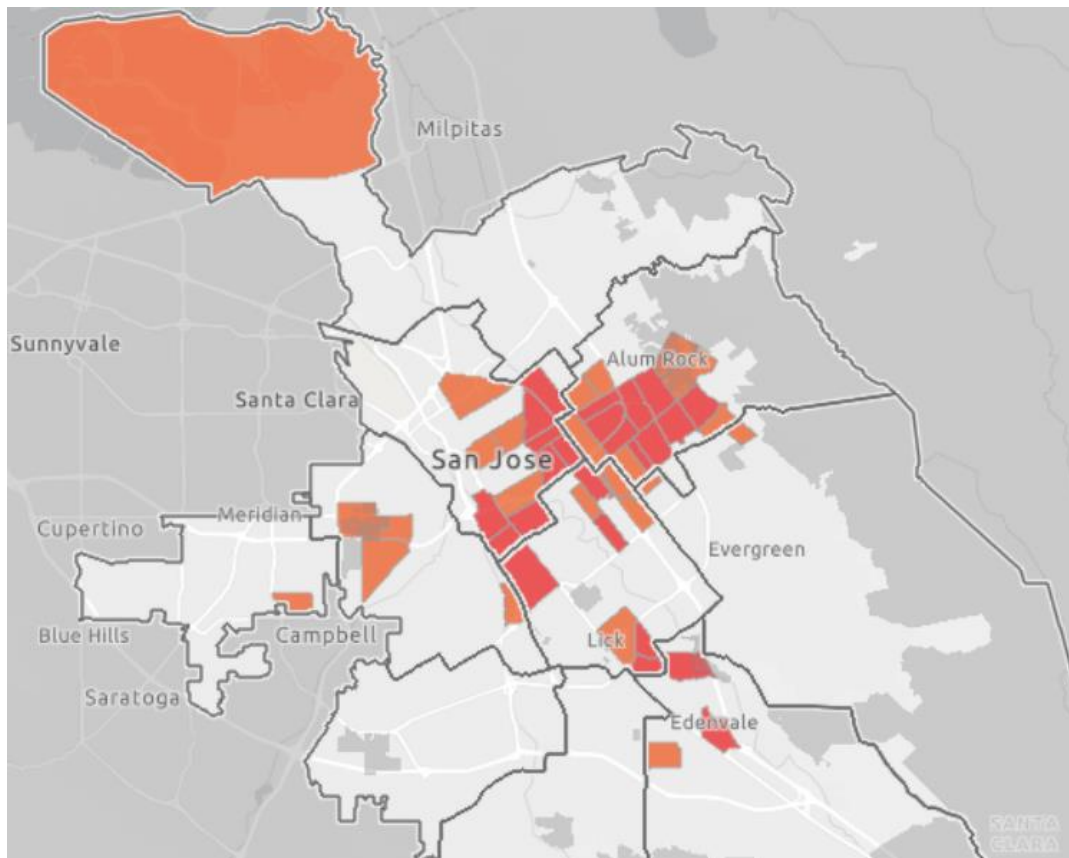
<sup>8</sup> Economic Policy Institute- [Income Inequality in California](#)



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Marginalized communities tend to have worse health outcomes and are more likely to be uninsured than non-marginalized communities. Low-income workers, especially those whose income is needed to support an entire family, without sick-leave or paid family leave, may not be able to pay the rent if they stay home. The homeless have inadequate access to running water, sanitation, waste disposal, and gather in close encampments for safety. Uninsured, under-insured, and undocumented face risks pursuing medical care, given the current political climate. Furthermore, health outcomes are affected by forces including structural racism, higher incarceration rates, poverty and the disproportionate prevalence of underlying conditions such as asthma and heart disease among Latinx and African American communities. The differences in health outcomes related to COVID-19 are most stark in COVID-19 deaths. Overall, for adults 18 and older, Latinx, African Americans and Native Hawaiians and Pacific Islanders are dying at disproportionately higher levels. The proportion of COVID-19 deaths in African Americans is about double their population representation across all adult age categories.<sup>9</sup>

Although news of the vaccine distribution efforts bring on optimism and cautious relief, it is important to recognize that we are still months away from achieving community immunity, which is required for us to safely move past this pandemic and not revert to the highly restrictive mitigation and containment strategies that was implemented out of necessity to control widespread infections. In the meantime, our vulnerable communities of color continue to face

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<sup>9</sup> NPR- [COVID Tracking Project](#)



structural and systematic barriers which prevent them from practicing safe social distancing, including isolation and quarantine. To ensure that appropriate services are available to all Santa Clara County residents who need help with isolation or quarantine, the County is again offering to administer the Support Program on behalf of all the cities within the County. The following cities have opted out of the program: Campbell, Cupertino, Los Gatos, Monte Sereno, and Palo Alto. The cities of Gilroy, Mountain View, Santa Clara, and Sunnyvale are only participating in the motel component of the Support Program. The County provides a dashboard in multiple languages on the program on their website that provides data on the use of the program including demographic information. The dashboard can be found here: [Link](#)

Of the households participating in the program, it is estimated that approximately 82% will be residents of the City of San José however, only residents of the City will qualify for payment under the agreement. Residency is determined by the person's or family's home address or if the person is unhoused – where they last lived. The County will spread the shared costs of operating the Support Program with all the cities who are participating in the program and each city will pay the actual costs for their residents. For the first three months of this year, 2,779 San José residents of participated in the program.

**Fixed Costs:** Each participating city will reimburse the County for the Program's fixed costs regardless of utilization by cities' residents. Each city's share of the fixed costs is proportional to its share of the countywide population.<sup>10</sup> The services associated with these costs are necessary because they allow Case Investigation Contact Tracing, providers and residents to access the Program's services.

**Motel Costs:** Each jurisdiction will contribute to the cost of operating motels for isolation and quarantine based on the proportion of motel nights that its residents use. Costs include costs for the room, laundry service, security, and personnel costs to deliver services and support. For example, in a given month, if a San José resident stayed in one room for 30 days and a Campbell resident stayed in another room for 30 days – and no other cities' residents stayed at the site – the costs for operating that motel site, would be evenly split between the City of San José and the City of Campbell.

**At-Home Support Services:** Each jurisdiction will reimburse the County for the cost of supportive services provided directly to the jurisdictions' residents while they isolate or quarantine in their own homes. The types of services provided varies depending on the need and may include groceries and in-support services not covered by insurance.

**Rental and Financial Assistance:** Each jurisdiction will reimburse the County for the both the direct and indirect cost of providing rental and/or financial assistance provided directly to the jurisdiction's residents. If there is a documented need, participants in the County Support Program may qualify for up to \$5,000 for financial assistance. By providing this assistance, asymptomatic residents are more likely to participate in the program. Administrative fees are capped at 10% for this program.

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<sup>10</sup> San Jose's current population is 1,049,187, which is 53% of the countywide population

**Meal Program:** The City will provide three meals per day for individuals referred by the County to the Program. The City estimates that \$640,000 from the County will cover the cost of providing three meals a day for non-San José residents and includes a 15% administrative fee to cover staff costs incurred by the City.

## **CONCLUSION**

The City considers testing, tracing, isolation, and quarantine essential to stopping the spread of COVID-19. For this reason, the agreement to fund the County's Support Program for City residents is needed to ensure that people who have limited financial means, are able to protect themselves and their families. The agreement provides up to \$10 million to fund the County's Isolation and Quarantine Support Program. The Support Program provides assistance for San José residents who test positive for COVID-19, or are identified as having a contact with a COVID-19 positive person, allowing residents to isolate or quarantine safely. The Support Program provides three primary services: 1) A motel room with services for residents who cannot safely isolate or quarantine at home or who do not have a home; 2) In-home support for residents who are able to isolate or quarantine at home but need some assistance to do so safely; 3) Financial and rental assistance to residents so that individuals and families that do not have sufficient income such as paid sick leave or unemployment benefits, have financial support while they remain isolated or in quarantine. The County has agreed to pay the City for the cost of up to \$640,000 for providing food to non-San José residents.

## **EVALUATION AND FOLLOW-UP**

During the COVID-19 crisis, the Administration will provide periodic verbal updates to the Council on the progress of providing these services to San José residents.

## **CLIMATE SMART**

The recommendation in this memorandum has no effect on Climate Smart San José energy, water, or mobility goals.

## **PUBLIC OUTREACH**

This item has been posted on the City's website for approval by the City Council on May 11 2021.

## **COORDINATION**

This memorandum has been coordinated with the City Attorney's Office, the City Manager's Budget Office, and the Emergency Operations Center.

## **COMMISSION RECOMMENDATION**

No commission recommendation or input is associated with this section.

## **FISCAL POLICY ALIGNMENT**

The recommendations contained in this memorandum are consistent with the priorities established by the City Council as approved by the Emergency Services Proclamations of a Local Emergency due to COVID-19 beginning on March 10, 2020 and subsequently amended.

## **COST SUMMARY/IMPLICATIONS**

1. AMOUNT OF RECOMMENDATION: Up to \$10,000,000.
2. SOURCE OF FUNDING: Coronavirus Relief Fund (401)
3. FISCAL IMPACT: There is no ongoing fiscal impact to the General Fund or other City funds as a result of the actions recommended in this memorandum. Subsequent recommendations will be brought forward seeking FEMA reimbursement should such costs be eligible. Subsequent budgetary action will be brought to City Council to recognize payments from the County of Santa Clara, estimated at up to \$640,000 for food distribution services undertaken by the City on behalf of non-San José residents, as the cost is currently captured in the COVID-19 Emergency Response appropriation in the Emergency Reserve Fund.

## **BUDGET REFERENCE**

The table below identifies the funds and appropriations recommended to fund the actions included in this memorandum.

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<b>Fund #</b>	<b>Appn #</b>	<b>Appn. Name</b>	<b>Total Appn</b>	<b>Recom. Budget Action</b>	<b>2020-2021 Adopted Operating Budget Pg.</b>	<b>Last Budget Action (Date, Ord. No.)</b>
401	213H	Testing, Tracing and Isolation	\$10,000,000	\$10,000,000	X-35	05/04/2021 , 30564

**CEQA**

Not a Project, File No. PP17-003, Agreement/Contracts (New or Amended) resulting in no physical changes to the environment.

/s/

JACKY MORALES-FERRAND

Director, Housing Department

For questions, please contact Jacky Morales-Ferrand, Housing Director, at [jacky.morales-ferrand@sanjoseca.gov](mailto:jacky.morales-ferrand@sanjoseca.gov).