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The Role of Public Libraries in Addressing Food Insecurity: A Model for Community Feeding

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The Role of Public Libraries in Addressing Food Insecurity:

A Model for Community Feeding

By

Monica De La Cruz

Fieldwork Summary Report: submitted in partial fulfillment of the requirements for the degree of

MASTER OF PUBIC HEALTH

in

THE SCHOOL OF NURSING AND HEALTH PROFESSIONS

UNIVERSITY OF SAN FRANCISCO

(San Francisco, California)

August 2015

The Role of Public Libraries in Addressing Food Insecurity:

A Model for Community Feeding

I. ABSTRACT

Food insecurity is a serious problem in the United States. Not having enough food to eat can negatively impact children more severely than adults. Children who are food insecure are more likely to suffer from a range of physical, mental, and developmental delays in growth. There is prior evidence that the effects of food insecurity in children can be ameliorated through national feeding programs, like the National School Lunch Program (NSLP), which provides daily lunch at school for eligible low-income children. Though these types of programs are considered successful in addressing food insecurity within the community, the lack of these services when school is out, like during the summer, is problematic and creates seasonal food insecurity. Local community leaders around California have recognized this problem and have developed a feeding program out of the public libraries to address this community need. The current study focuses on evaluating this program in San Mateo County and San Jose. Study results found that participants overwhelmingly enjoyed the lunch program and did not experience any barriers to attending. Personal food insecurity and perception of food insecurity in the community varied greatly among the population sampled. These findings emphasize the continued need for sustainable summer feeding programs through the public libraries.

II. INTRODUCTION

Food is one of life's necessities. Though food may seem to be readily available for most, for some families, having enough food to eat is a daily struggle. According the the United States Department of Agriculture (USDA), being "food secure" is defined as "access by all people at all

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times to enough food for an active and healthy life. Food security includes at a minimum: (1) the ready availability of nutritionally adequate and safe foods, and (2) an assured ability to acquire acceptable foods in socially acceptable ways" (Nord, Andrews, & Carlson, 2008). Food insecurity is therefore the "limited or uncertain availability of nutritionally adequate and safe foods or limited or uncertain ability to acquire acceptable foods in socially acceptable ways" and can occur at varying levels (Nord et al., 2008).

In 2013, approximately 14.3% of United States households were some level of food insecure (17.5 million households) (ERS, 2013). Food insecurity is even more pronounced in households with children. About 19.5% of households with children were food insecure in 2013, or about 7.8 million households. Among households with children, those with single parents, African-American and Hispanic households, and low-income households were the most foodinsecure (ERS, 2013). The link between low income and food insecurity is not surprising because the ability to purchase food comes from disposable funds.

The effects of food insecurity can be striking in adults, but even more devastating in children. Food insecurity has been linked to adverse physical and mental outcomes in children. Children who are food insecure are sick more often. As reported by Cook et al. (2004), children that come from food insecure households have greater odds of being hospitalized. They also experience physical growth and developmental delays (Cook & Jeng, 2009). Food insecurity affects academic performance in children as well. Jyoti et al. (2005) reported that food insecurity was a predictor of poorer performance across math and reading for school age children.

Additionally, children who are food insecure are more likely to be obese. Though this relationship seems counterintuitive, the factors that contribute to food insecurity also contribute to the development of obesity, though a causal relationship has not been proven. For example,

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low-income families who are food insecure usually do not have access to healthy foods (because of cost) and are more likely to purchase cheaper foods, which are usually unhealthy. Stress also causes weight gain, and the worry over not having enough food to eat can contribute to the development of obesity. Furthermore, lower income families often have fewer opportunities for physical activity caused by a number of reasons, one of which may be that low-income neighborhoods often do not have safe environments for walking or playing outside (Food Research and Action Center, 2011). Because there are a significant number of children in the United States currently living in food insecure households and because food insecurity causes such adverse effects in children, this issue is of paramount importance and needs to be addressed swiftly.

III. BACKGROUND

Socioeconomic status (SES) is directly related to food security status and therefore those of low socioeconomic status are disproportionately affected by this problem. Currently, there are a number of national programs that attempt to address this problem.

The National School Lunch Program (NSLP) has had great success in providing meals to children from otherwise food-insecure households. Administered by the USDA, the NSLP provides nutritionally balanced, low-cost or free lunches and snacks to children in public and non-profit private schools around the country (USDA, 2013). In 2012, more than 31 million children across the U.S. participated in this program (USDA, 2013). Students eligible for free lunch are those that attend a participating school and come from families with incomes at or below 130 percent of the poverty level. Children whose families have income between 130 to 185 percent of the poverty level are eligible for low-cost lunches (USDA, 2013).

Another national program administered by the USDA is the School Breakfast Program (SBP). The SBP, like the NSLP, serves nutritionally balanced, low-cost or free breakfasts to eligible children in public and non-profit private schools around the U.S. (USDA, 2012). Eligibility requirements are the same as the NSLP.

During the school year, these national programs (NSLP and SBP) help to ameliorate the effects of food insecurity on low-income children. However, when school is out for the summer, it can be a particularly difficult time for food insecure families because of the absence of these programs. The USDA recognized this issue of "seasonal food insecurity" and developed another feeding program, the Summer Food Service Program (SFSP). SFSP works slightly different from the NSLP or the SBP. The SFSP is "sponsored" by host sites, usually community agencies, that are state-approved as sites that serve low-income families. The SFSP provides reimbursement for meals provided to children during the summer. All children are eligible to receive lunch without having to verify family income (USDA, 2015).

Community leaders have also recognized the phenomenon of seasonal food insecurity in children and have developed programs that utilize the SFSP funding mechanism to address this issue locally. In 2013, the California Library Association with support from the California Summer Meal Coalition piloted the "Lunch at the Library" program in 4 cities: Fresno, Los Angeles, Sacramento, and San Diego. They were able to provide 13,348 lunches and 432 snacks to children at those library sites (California Summer Meal Coalition, 2014). Lunch at the Libraries has been spreading throughout the state of California since.

IV. AGENCY DESCRIPTION

The Stanford School of Medicine's Pediatric Advocacy Program is an academic research and political advocacy program that studies topics related to the health of children. In recent years, this program has been working with public and private partners to address food insecurity in the local community. This past summer, they have partnered with the local libraries in San Mateo County and San Jose to evaluate the library lunch programs at those sites. These summer lunch programs are unique in that they are considered "open" and feed children *and* adults.

V. PROJECT

Purpose of Study

The purpose of the current study is to evaluate how the library lunch programs in San Mateo County and San Jose are addressing food insecurity in the community and to gain a deeper understanding of the communities in San Mateo County and San Jose in relation to their food needs.

Methods

We sampled 11 library sites total: 7 from San Mateo County and 4 in San Jose. Our study is composed of three phases. Phase one involved developing a survey instrument that was given to parent participants of the library summer lunch programs at the various sites. The survey was given to adult participants of the lunch programs at all 11 sites by the library staff and surveys were administered in English (all sites), Spanish (all sites), and Vietnamese (one site) for a total of n = 139. The survey aimed to determine participant demographics, program utilization and barriers related to use, awareness of food resources in the community, food security status, and enrollment in the CalFresh program, California's version of the federal Supplemental Nutrition

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Assistance Program, or Food Stamps. We used a validated two-question screener to gauge food insecurity. This screener was adapted from the USDA's 8-question food security questionnaire (Nord et al., 2008; see Appendix). Data was analyzed using statistical software, SPSS.

Phase two occurred concurrently with phase one and involved one-on-one interviews with a representative sample of adult participants at each site (average n = 5 per site, see Fig. X). We recruited English (all sites), Spanish (all sites), and Vietnamese participants (one site) from July 13–August 6 for a total of n = 67. We provided the participants with \$15 Target gift cards as incentives for their time. The interview guide we developed aimed to assess the reasons for participation in the lunch program, positives and negatives of the program, barriers to accessing the program, awareness of food insecurity in the community, and awareness of places to obtain food resources (See Appendix). Interviews were audio recorded and are in the process of being transcribed. Data will be analyzed using transcript-based coding and theme analysis over the next few months.

Phase three began at the conclusion of phase two and involves telephone interviews with key informants from six counties in the San Francisco Bay Area: Alameda, Contra Costa, San Francisco, San Mateo, Santa Clara, and Solano County. All interviews will be conducted in English. Phase three will be completed by October 2015. As with the participant interviews, the key informant interviews will be audio recorded, transcribed, and analyzed using transcript-based coding and theme analysis over the next few months. Data on phase three is not included in this report.

Preliminary Results

Survey

Demographics. Among the population surveyed, 59% were of Hispanic or Latino ethnicity, 27% were Asian, 5% were Caucasian, and 3% were African American. 51% of participants had a high school diploma or less. The majority of participants, about 92%, reported having one or more children.

Food Insecurity. Of the population surveyed, 37% often or sometimes worried in the past 12 months about whether their food would run out before they got money to buy more. Additionally, in the last 12 months, 33% often or sometimes felt that the food they bought did not last and they didn't have money to get more.

CalFresh Participation. 68% of participants had not heard of CalFresh, or Food Stamps, before. More than half, about 64%, of participants were not enrolled in CalFresh, and 17% reported that they were ineligible for the program.

Participant Interviews

Reasons for Participation. The reasons for participation in the lunch program varied greatly among interview participants. There were some participants who came to the library for reasons other than the lunch program and only participated because of convenience. Other participants were those who were truly the most needy—the homeless. There was no recurrent reason for participation in the lunch program.

Positives of program. Overwhelmingly, participants were pleased with the food. The food was purchased through Revolution Foods, and participants cited the lunch as "healthy" and "tasted good."

Improvements/Barriers. Few participants had improvements for the program, specifically relating to the lunch (i.e., suggested serving hot food, would like more variety, etc.), but no

recurring improvements were found across all interviews. Participants, as a whole, did not experience barriers to attending the program.

Awareness of food insecurity as a problem in the community. Responses to awareness of food insecurity as a community problem varied. Some participants believed that food insecurity is a big problem in their community, whereas others did not think it was a problem at all.

Awareness of places to obtain food resources. The majority of participants were aware of places in the community where they could obtain food resources and many of them shared personal experiences doing so.

Discussion

Survey Results

The survey produced very interesting results. The population surveyed was mostly Hispanic, had children, and had low educational attainment—all indicators of higher risk of food insecurity (based on the national statistics from the USDA (USDA ERS, 2013)). Yet, only one third reported any signs of food insecurity and the majority was not enrolled or had not even heard of CalFresh, the food assistance program. The low enrollment numbers in CalFresh may be attributed to a lack of advertising and therefore lower awareness about the program. Additionally, the sensitivity and stigma related to this topic may have led to underreporting.

Interview results

The variance in the reasons for participation in the program could be a reflection of the diversity of the population. Several participants stated that they did not need food assistance and only participated in the lunch program because the library staff asked them if they would like to eat. Other participants said they came for both the lunch and the library resources, but valued the ability to get food. Even the most needy participants (homeless) did not cite the lunch program as

the only reason they come to the library. This shows the value of libraries as a place to obtain multiple community resources: books, Internet access, attend community programs, get information and help, and now for food.

Overwhelmingly, there was positive feedback about the food being served. Participants saw the food as being healthy and nutritious, citing the fruits, vegetables, and whole grains. This finding implies that this community is well educated about what healthy foods are. The majority of participants interviewed enjoyed the taste and variation of the lunches and only had small recommendations for change (hot food, utensils, serve something other than milk, etc.). Additionally (and to our surprise), there weren't many barriers to participation mentioned during the interviews. We had expected a number of barriers to participation to emerge during the interviews, but their absence reiterates the availability and accessibility of the libraries to the community as a whole (i.e., libraries are usually placed in areas accessible by public transportation) (California Summer Meal Coalition, 2014).

Surprisingly, participants varied in their responses about food insecurity being a problem in their community. Again, because the population sampled was culturally diverse, the idea of food insecurity may vary from person to person. For example, one participant did not think food insecurity was an issue in the community because he immigrated from a third world country, where starvation was a real, daily problem. Additionally, many participants were aware of community resources where food could be obtained, which may have contributed to the idea that food insecurity was not a problem in the community. These participants believe that because of the availability of a number of food resources in the community, food insecurity must not be a problem. Libraries and their role in society is changing. Though there is not a wealth of literature on the libraries ever evolving role in community, libraries seem to be able to adapt to the needs of their localities, which makes them a prime site for community programs. Being a public site, people already know of the libraries and the free resources available in them. An interesting future study may be to find out how to better utilize the libraries to address the needs of the community, and how to increase utilization of those programs.

Limitations

Due to time constraints, in-depth analysis of data was not feasible. We hope to further analyze the data in the fall of 2015 in preparation for dissemination.

Additionally, because food insecurity can be a sensitive topic and stigmatizing for many families, a limitation of this study may be underreporting of food insecurity status. Not being able to provide food for one's family can increase feelings of shame and guilt, and admitting this on a survey or in a one-on-one interview may have been too invasive for some participants.

Conclusion

Food insecurity in children during the summer is a serious problem. Local community leaders have developed innovative programs to try to address this issue. One such program in San Mateo County and San Jose is "Lunch at the Libraries," a summer lunch program that feeds both children and adults. The current study aimed to evaluate the lunch programs at these sites and examine the role of libraries in addressing food insecurity in the community. Several positives emerged from our evaluation. Participants genuinely enjoyed the food offered at these sites, but had varying responses about their personal food insecurity and awareness of food insecurity in their community. Further studies are needed to evaluate how to target and reach the most needy, harder-to-reach populations.

VI. COMPETENCIES LEARNED

Assess, monitor, and review the health status of populations and their related determinants of health and illness

During my fieldwork, I researched the demographics as related to food insecurity of the populations of San Mateo County and San Jose. I found that there was a large Hispanic population in both area and the average socioeconomic status was low. This knowledge influenced the questions we developed and used for our survey and interview instruments.

Identify and prioritize the key dimensions of a public health problem by critically assessing public health literature utilizing both quantitative and qualitative sources.

I conducted literature searches related to survey and interview design related to food insecurity. I found and reviewed multiple sources that were both quantitative and qualitative.

Apply evidence-based principles to the process of program planning, development, budgeting, management, and evaluation in public health organizations and initiatives.

Our study design and the tools we developed for the study were guided by the evidence in the articles I found during my literature searches. We put emphasis on basing our study on prior validated evidence in the field of food insecurity.

Demonstrate leadership abilities as collaborators and coordinators of evidence based public health projects.

My preceptor allowed me to take the lead on the Lunch at the Libraries project. I coordinated and supervised five interviewers and established relationships with library representatives.

Develop public health programs and strategies responsive to the diverse cultural values and traditions of the communities being served.

We developed our evaluation based on the demographics of the populations we were studying. We made our evaluation tools culturally appropriate through the use of different languages and specific terminology.

Effectively communicate public health messages to a variety of audiences from professionals to the general public.

The capstone seminar will give me the opportunity to communicate with public health professionals and the general public about our study purpose, design, and findings.

Advance the mission and core values of the University of San Francisco.

Social justice lies at the heart of the core values of USF. My fieldwork definitely advances this value and mission. Food insecurity can be a result of social and societal injustice so addressing this issue through my project is in alignment with USF's mission.

VII. PERSONAL REFLECTIONS

Professionally

As a new public health professional, this fieldwork experience has given me the skills necessary to continue a career in academic research. I learned how to develop qualitative survey and interview questions, perform qualitative interviews, and analyze both quantitative and qualitative data. I plan on building on this foundation and continuing in academic research.

Personally

Prior to beginning my fieldwork internship, I was unsure of the career path to take after completing my MPH. This fieldwork internship has clarified internally my public health career goals and has solidified my interest in community health. The skills, I have gained from this experience has been invaluable.

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Lunch at the Library

Please check the best answers or fill in the blanks. Your answers will help us improve the library lunch program. There are no right or wrong answers! Thank you for your help!

1. How did you hear about the library lunch program? (Please circle all that apply)

- □ Received flyer from my child's school
- Heard from friends
- □ Received flyer at the library
- Received flyer at a community agency
 Other:

- □ Library website
- 2. Approximately how often did you attend the lunch program each week?
 - Every day □ 3-4 days/week □ 1-2 days/week □ 0 days/week (Did not attend program)

- 3. Was there anything that made it difficult for you or your family members to attend the library lunch program? (*Please check all that apply*)
 - □ No

- □ Yes, we didn't like the food that was offered
- □ Yes, getting to the site was difficult
- □ Yes, other reason:
- □ Yes, the lunch times were inconvenient □ Yes, we couldn't stay and eat at the library
- 4. Do you know of other programs where you can receive assistance with food resources (hot meals, pantry items and fresh produce)?
 - Yes. Which agencies: ______
 - □ No.
- 5. Have you ever used any of these other programs to receive assistance with food resources? □ Yes
 - □ No. Why not?
- 6. Please read the statement: "Within the past 12 months we worried whether our food would run out before we got money to buy more." Was that often, sometimes, or never true for your household? □ Sometimes true □ Never true Often true □ Don't know
- 7. Please read the statement: "Within the past 12 months the food we bought just didn't last and we didn't have money to get more." Was that often, sometimes, or never true for your household? □ Often true □ Sometimes true □ Never true Don't know
- 8. Do you know about the CalFresh program (Formerly known as Food Stamps)? □ Yes □ No
- 9. Are you currently enrolled in the CalFresh program (Formerly known as Food Stamps)? □ Yes 🗆 No □ I'm not eligible for CalFresh

10. In what city do you currently live?

11. How would you describe your race/ethnicity? (*Please circle all that apply*)

- □ Latino/Hispanic
 - □ White
 - □ Black/African American
 - □ Asian
- **12. How many children and adults are in your house/apartment?** Children & Adults

13. How would you describe your household?

- □ Two parent household
- □ Grandparent led household

□ American Indian/Alaska Native

□ Other: _____

□ Other legal guardian led household

14. What is the highest level of school the head of your household has completed?

□ No schooling completed

□ Single parent household

- □ Less than high school
- □ High school degree or GED

- □ Some college but no degree □ Bachelor degree
- □ Graduate degree

□ Native Hawaiian

Interview Details

Date	Site Interviewer		Interview ID# (Interviewer Initials- Date-Number*) <i>Example: MD-July 14-1</i>)	Participant Gender	Gift Card Seq & Event Numbers

*For each interview completed on a particular day, please assign that interview a number. Each interviewer will likely only have 1-2 interviews per day, per site.

Interview Introduction: Key points to discuss prior to the start of the interview

1. Introduce yourself and explain reason for the interview

Hello, my name is ______ and I work at Stanford. I'm here today to help the library understand what
parents think about the library meal program, and identify ways that we can improve the program to
better help families in the community.

2. Logistics of the interview:

- To help the library, we are conducting 20-30 minute <u>anonymous</u> interviews to hear your experiences and opinions about the library's lunch program. Anonymous means that you don't have to tell me your name, and nothing you tell me today will impact your ability to participate in the services and programs at the library.
- If you are interested in participating, we will give you a \$15 Target gift card at the end of the interview as a thank you for your time.

3. Verbal consent:

Your participation in this interview is voluntary. With your permission we will audio record the interviews
for transcription purposes only. You can stop the interview at any time and you can choose not to
answer particular questions. Would you like to participate?

4. Demographic information:

• We'd like to start by asking a few questions about you and your family.

1.	In what city do you currently live?						
2.	How would you describe your race/ethnicity?						
	□ Latino/Hispanic	American Indian/Alaska Native					
	□ White	Native Hawaiian					
	Black/African American	□ Other:					
	□ Asian						
3.	How many children and adults are in you	r house/apartment? Children & Adults					
4.	How would you describe your household	?					
	Two parent household	Grandparent led household					
	□ Single parent household	Other legal guardian led household					
5.	Program Participation						
1.	How did you hear about the library's sum	mer lunch program?					
	Received flyer from my child's school	Heard from friends					
	Received flyer at the library	□ Library website					
	Received flyer at a community agency	□ Other:					
2.	Approximately how often do you attend the	he lunch program <u>each week</u> ?					
	🗆 Every day 🛛 3-4 days/week 🖾 1-2	2 days/week					
3.	Have you or your family participated in ot	her library programs in the past (i.e., kid's camp, etc.)?					

Interview Questions for Parents

Question Purpose	Triggers for probing	Questions & Notes			
Motivations for attending library lunch program	 Reason or motivation for attending Summer food insecurity Lack of resources Overall hunger issues Barriers with other programs Past participation in other library programs 	 Can you please tell me the <u>main reason you chose</u> <u>to attend</u> the library's summer lunch program? 			
Other motivations for coming to the library	 Library resources & programs Programs for children Programs for parents Links to other social services 	2. Can you describe to <u>me other reasons you chose to</u> <u>come to the library</u> , besides the (<i>list reason from</i> <i>previous question</i>)?			
Experience participating in the lunch program to provide program feedback	 Frequency of attendance Barriers to attending Accessibility of location Likes/Dislikes Food quality/Revolution Foods Staff 	 Can you please tell me about what you like about the library's summer lunch program? Can you now tell me what things you would like to see improved about the lunch program? Can you please tell me about any barriers you have experienced to attending the lunch program? 			
Perception of food insecurity as a problem in the community	 Degree of problem Reasons for problem Barriers that exacerbate problem 	6. Please tell me how much you <u>think "not having</u> <u>enough food to eat" is a problem</u> in your community?			
Knowledge, access and utilization of other food resources	 Community organizations Social service agencies Food bank CalFresh/Food Stamps 	 7. If a family's food resources were limited, could you please tell me where people in your community go to seek additional food assistance and resources? 8. Can you share with me any experiences that you have had accessing services through (list resources from previous question)? 			
Parent empowerment	 Knowledge of community resources Enrollment in CalFresh/Food Stamps Skill development for parents Help navigation programs, agencies, eligibility, etc. 	9. Can you please tell me the best ways community organizations and agencies can help families <u>in</u> need of additional food resources?			
Summation question	Probe to examine any issues mentioned	10. Is there anything that you would like to say about the library program that I haven't already asked?			

APPENDIX: Learning Contract

Student: Monica De La Cruz Agency and Department/Division/Program: Stanford University, Pediatric Advocacy Program Preceptor: Janine Bruce, Program Director Dates of Placement: May 14, 2015–August 26, 2015

Goal 1: Increase knowledge of qualitative study methods						
Objective 1: Learn and implement qualitative study data collection tools						
Activities	Timeline	Anticipated Hours	Person(s) responsible	Deliverables		
Read relevant literature on survey development	May 14–Aug 26	20	Monica	List of literature read		
Read relevant literature on interviewing techniques	May 14–Aug 26	20	Monica	List of literature read		
Assist in developing survey questions	May 14–Aug 26	4	Monica	Survey		
Assist in conducting interviews	July 13–Aug 14	36	Monica			
Objective 2: Understand qualitative study analysis						
Read relevant literature on coding techniques	May 14–Aug 26	20	Monica	List of literature read		
Perform data compilation and analysis of survey results	July 6–13	40	Monica	Spreadsheet of compiled data		
Code interview data	July 13–Aug 26	40	Monica	Compiled coding of interview data		

Total Anticipated Hours for this Goal: 180

Goal 2: Understand the background of food insecurity and library feeding programs							
Objective 1: Conduct a literature search on libraries roles in food insecurity							
Activities	Timeline	Anticipated Hours	Person(s) responsible	Deliverables			
Complete literature search on food insecurity and public feeding programs	May 14–June 30	40	Monica	List of literature found and summaries of pertinent articles			
Objective 2: Learn key demographic data on areas to be studied							
Activities	Timeline	Anticipated Hours	Person(s) responsible	Deliverables			
Research key demographic data relating to food insecurity	May 14–Aug 26	8	Monica	Spreadsheet of pertinent demographic data			

Total Anticipated Hours for this Goal: 48

Goal 3: Understand the role of community partnerships and key stakeholders							
Objective 1: Actively communicate with community partners							
Activities	Timeline	Anticipated Hours	Person(s) responsible	Deliverables			
Communicate with library and food sponsor representatives via email.	May 14–Aug 26	10	Monica, Janine, and community partners	Notes from email communication			
Participate in conference calls and meetings with community partners	May 14–Aug 26	10	Monica, Janine, and community partners	Notes and action steps from meetings			

Total Anticipated Hours for this Goal: 20

Goal 4: Establish connections and build relationships with project staff					
Objective 1: Establish regular communication with preceptor and program staff.					
Activities	Timeline	Anticipated	Person(s)	Deliverables	

		Hours	responsible	
Meet in-person with preceptor for 30 minutes every day I am onsite	May 14–Aug 26	16	Monica and Janine	Notes and action steps from meetings
Attend weekly staff meetings	May 14–Aug 26	10	Monica, Janine, and others TBD	Notes and action steps from meetings
Communicate with preceptor via email for immediate issues or to discuss deliverables	May 14–Aug 26	32	Monica and Janine	Notes from email communication

Total Anticipated Hours for this Goal: 58

Total Anticipated Fieldwork Hours: 306