ADDRESSING FOOD INSECURITY ON CAMPUS

ESTABLISHING FOOD PANTRIES AT COMMUNITY COLLEGES AND CONNECTING STUDENTS TO WIDER SERVICES

Cindy Lenhart and Jean Petty

Achieving the Dream™
The Working Students Success Network (WSSN) supports 19 community colleges in four states as they create pathways and provide integrated services that prepare low-income students for jobs with family-sustaining wages. The WSSN strategy was developed to help low-income students reach financial stability and move up the economic ladder by promoting an innovative framework that strategically integrates and bundles three distinct but related pillars:

1. Education and employment advancement—education, job readiness, training, and placement;

2. Income and work supports—access to student financial aid, public benefits, tax credits, and free tax assistance; and

3. Financial services and asset building—financial education and coaching linked to affordable products and services to help families build self-sufficiency, stabilize their finances, and become more economically competitive.

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ABOUT THE AUTHORS

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Cindy previously served as the Vice President for Community College Relations for Achieving the Dream, managing the Working Students Success Network, Engaging Adjunct Faculty, and other funded initiatives as well as leading ATD’s teaching and learning programs and network-engagement activities.

Prior to joining Achieving the Dream, Cindy served for more than 20 years in community colleges as an associate vice president for instruction, a department chair, and a faculty member. Cindy began her career as a middle school and high school teacher.

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Since its inception, Achieving the Dream (ATD) has focused on finding solutions to the financial challenges community college students face as they work to complete credentials and find jobs that pay family sustaining wages. Low-income students, in particular, struggle. In the aptly named report, “Learning While Earning: The New Normal,” we learn that 40 percent of community college students are working full time yet don’t earn enough money to cover tuition and living expenses. They, and those who work part time, work in low-wage fields. Often, they must juggle the competing demands of work, family, and school. It is this reality that has led ATD and our Network colleges to think holistically about how we provide support to help students stay on track and complete their studies.

Three years ago, we began a partnership with five foundations and 19 colleges in four states to more intentionally connect students to services that would improve their financial health and help keep them progressing toward a credential. Called the Working Students Success Network (WSSN), it takes into account students’ family and work responsibilities and their financial needs beyond tuition. It helps provide the financial knowledge students need to sustain the other aspects of their lives, reducing the external barriers that often derail students in their quest to finish school. In short, WSSN looks at the needs of the whole student to ensure each has the best possible chance to succeed.

ATD and our partner colleges have been working to redesign advising, integrate the variety of student support services available on campus, and build stronger partnerships with community organizations to help augment services available on campus. Fundamental to this work has been addressing a student’s most pressing challenges whether that be accessing student aid; establishing stable income; dealing with transportation, childcare, or healthcare contingencies; or just being able to put enough food on the table every day. Challenges like these can crop up at any time and interfere with a student’s ability to persist and complete. By connecting students to a wider set of integrated services, WSSN helps clear the way to financial stability and longer-term academic success.

A number of recent research studies have shown that food insecurity is one of the most common challenges low-income students face. WSSN colleges saw this first-hand, and over two-thirds of them sought to address it by creating food pantries for their students. Their experiences provide the basis of this brief. It is intended to provide insights and strategies both for establishing a food pantry and for integrating that work with a broader set of community college student support services to systematically address their multiple needs.

We still have much to learn about how to identify strategies that will have the deepest, most enduring impact on our students’ success in college and beyond. However, the effort of these colleges to combat food insecurity and weave that effort into the broad range of services students need to succeed is a testament to community colleges’ commitment to do whatever is necessary to help students learn, complete college, and earn a living wage.

Dr. Karen A. Stout, President and CEO
Achieving the Dream
Fall 2017
THE PRESSING CHALLENGE OF FOOD INSECURITY AT COMMUNITY COLLEGES

Community college students come to campus with dreams of earning a degree or certificate and getting a job that pays well; they also often come with limited resources and, in many cases, multiple financial obstacles. Recent research has shed light on one particularly pressing challenge that many community college students face: food insecurity.

In early 2017, the Wisconsin HOPE Lab conducted a survey of 33,000 students at 70 community colleges across 24 states and found that a majority (56 percent) of students surveyed face an inadequate food supply. More recently, researchers from the Urban Institute and the Brookings Institution analyzed a nationally representative survey to determine food insecurity on college campuses and found a lower, but still alarming percentage of college students facing this challenge. The survey showed “(n)early one in five households with a two-year college student are identified as food insecure over the period from 2011 to 2015. The rate of food insecurity among households with students at a two-year college is persistently higher than rates in households overall and among households with students at four-year colleges across most of the sample period. The percentage of food-insecure two-year college students, reported at the household level, peaked at 23.8 percent in 2012 and has since fallen to 13.3 percent in 2015.”

Not having enough food is an immediate need that often signals a much larger and more complex set of insecurities, such as lack of adequate housing, homelessness, or difficulty finding child care or transportation. Any one of these factors can undermine or torpedo a student’s ability to persist and complete a certificate or degree. Data further suggest that when students feel compromised by lack of access to basic needs, their ability to focus on school also is compromised.

A 2017 report, “Making Ends Meet: The Role of Community Colleges in Student Financial Health,” found that, contrary to what some may think, students experiencing food insecurity and other types of material hardships do receive financial aid and are often working. Although financial aid in the form of Pell grants is often the first line of assistance for students attending college, students also may be eligible for different forms of public assistance, including the Supplemental Nutrition Assistance Program (SNAP), Temporary Aid to Needy Families (TANF), and childcare support subsidies. Unfortunately, as the HOPE Lab study found, less than 30 percent of the food-insecure community college students received food stamps and only 4 percent received cash assistance.

Given these realities, community colleges across the country are seeking ways to address this challenge as a necessary part of supporting students in their effort to stay in college, achieve their academic goals, and gain more long-term financial security. In particular, addressing the issue of food insecurity, both in the short term and in the long term, has become a critical piece of the work at colleges that are part of the Working Students Success Network (WSSN) initiative. This involves a two-pronged approach of providing immediate food assistance to students through a food pantry on campus coupled with a process to identify and link students to a wider set of services for long-term support.

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5 Center for Community College Student Engagement. (2017) Making ends meet: The role of community colleges in student financial health (Special Report). Austin, TX: The University of Texas at Austin, College of Education, Department of Educational Administration, Program in Higher Education Leadership.

ADDRESSING THE IMMEDIATE NEED: STARTING A FOOD PANTRY ON YOUR CAMPUS

Starting a food pantry to help address student hunger might seem like a large undertaking. However, 13 of the colleges in the WSSN initiative have found it to be quite manageable—and report it is extremely valuable to students and their families. The pantries offer access to a variety of non-perishable and some perishable food items and basic necessities and help students apply for SNAP and other benefits to address their short-term needs. The following practices for getting a food pantry started are based on the experiences at these colleges and are designed to provide a roadmap for others.

IS A FOOD PANTRY NEEDED?

Deciding whether or not to open a food pantry can often rest on several unscientific, but important, indicators.

- **Faculty and staff keep food in their desks for students.** This is a common occurrence on many campuses. Instructors have stashes of noodles and granola bars and routinely hand them out to students.

- **Faculty and staff ask for information about local food banks.** Faculty and staff often inquire about where students can find a food bank or whether there are other resources such as emergency loans or grants or access to SNAP benefits.

- **Students are Pell-grant eligible.** Many colleges with a large percentage of students who are Pell-eligible use this as a data point in making the case for opening a food pantry.

- **Students ask for emergency loans and assistance.** When students seek an emergency loan after receiving their initial financial aid disbursements, it is a sign of the need for a food pantry and introduction to other appropriate services.

- **Students say they are hungry.** Although not as common because of the stigma associated with admitting hunger, many students are letting faculty and staff know they have not eaten that day.

Needs Assessment

1. **Hold student focus groups to hear directly from them about their needs.** Their responses can be extremely helpful in developing a food pantry and the group dynamics also can suggest a sense of students’ enthusiasm for the concept.

2. **Discuss the issue of food insecurity with faculty and staff.** Faculty and staff can help in evaluating student behaviors and needs around this issue.

3. **Reach out to other colleges with food pantries.** Experienced colleges can identify challenges and opportunities and gain valuable insights for deciding whether you can move forward quickly.
Project Design and Development

1. **Find lead people to champion this work.** When a few people are excited and can see the vision for a food pantry, they can engage a college and community around the idea.

2. **Map the needed resources.** Look at staffing, partnerships on and off campus, funding, in-kind donations, and physical space to determine the resources available and the gaps.

3. **Collect data and develop a written plan and presentation.** It is critical to document and explain the reality of students with food insecurities to key administration and college boards. In addition, identify initial options and possibilities for expansion in the written plan. Most colleges start pantries with only non-perishable food and then expand to paper and hygiene items. Eventually many incorporate refrigerators or freezers for perishable foods.

4. **Reach out to community partners.** Partner organizations can include food banks, the United Way, Feeding America, or state specific programs such as CalFresh in California. These organizations can provide expert do’s and don’ts to starting and maintaining a food pantry.

Marketing and Outreach

1. **Launch the food pantry with a campus-wide kickoff event.** Market the pantry with on-campus flyers and posters, advertising in school publications (i.e., newspaper, course catalog, etc.) and through social media. Hold a kick-off event with media. Many campuses have named their pantries and invited faculty and staff to visit or donate. Two marks of the most successful pantries are that they are well-known on campus and have faculty and staff support.

2. **Leverage student government and other student groups to partner in spearheading the effort.** Students bring a powerful voice to this issue and can provide a sense of urgency as well as support for staffing the pantry through work-study or other student programs.

3. **Identify students who are most in need.** Begin marketing to groups such as Pell-grant eligible or TRIO students. Colleges can reach a number of low-income students in group workshops before expanding out to the entire college. Others colleges market to all students right from the beginning.

Assessment and Feedback

1. **Work with IT and Institutional Research.** Ask staff to develop a process for tracking students who access the pantry and offer them additional bundled services. In this way the college also can track persistence and completion rates for students using the pantry.

2. **Hold follow-up focus groups with students as well as with faculty and staff.** Determine if the pantry is meeting the needs of students as well as what improvements could be made.

For a more in-depth look at how food pantries worked on some of the WSSN campuses, check out the Campus Profiles at the end of this brief.
KEY CONSIDERATIONS WHEN STARTING A FOOD PANTRY

In the WSSN initiative, ATD generally has found that smaller, usually rural colleges have a more straightforward route to setting up a food pantry than larger colleges and districts with multiple campuses, which often take longer to get approval and launch these initiatives. In rural colleges, typically, an area or department sees the need, gets approval from the president, and a food pantry is born.

At larger and multi-campus institutions, the process can involve doing academic research and making presentations to departments, administrators, and boards in order to gain buy-in and approval. This all can take time. That said, college officials, regardless of the size of their institutions, typically need to address a number of key considerations as captured in the chart below.

<table>
<thead>
<tr>
<th>EXAMPLES OF INTEGRATED STUDENT SUPPORT IN PRACTICE</th>
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<tr>
<td><strong>Space</strong></td>
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<tr>
<td>Space on campuses is typically at a premium; location and size are important factors to consider.</td>
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<tr>
<td>• Most pantries only need a relatively small space of 180 to 300 square feet.</td>
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<td>• Locate pantries in buildings where students are most likely to go and near departments that offer related support services.</td>
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<td>• Make pantry accessibility fairly private to maintain the dignity of students.</td>
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| **Staffing**                                       |
| Several staffing models offer options for running pantries. |
| • Employ and train work-study students to stock and staff the pantry. |
| • Ask student government organizations to assist in managing and staffing the pantry. |
| • Hire part-time staff to manage the pantry. |

| **Sustainability**                                 |
| Food pantry start-ups can take 12-18 months and cost between $2,000 and $5,000. Partnerships can help sustain them. |
| • Working with local food banks can take many forms. Crafting the right MOU for your college is important. |
| • Community organizations such as Rotary Clubs and Chambers of Commerce may contribute cash, products, or assistance. |
| • Voluntary college staff payroll deductions can assure the food pantry a steady and stable funding base and can generate goodwill between the faculty and the food pantry. |
| • Donations from local businesses or corporations such as doctors’ and dentists’ offices can help start or sustain pantries. |
| • Grants like the WSSN or other local or state sources can be meaningful. Consider linking up with community partners who are applying for grants to add value to their applications. |
Addressing Longer-term Needs: Food Pantries as Entry Points to Additional Services

Establishing a food pantry can have a significant impact on the lives of students and families in need. It also provides a key entry point for colleges to engage students and determine what other challenges they are facing so colleges can offer additional services to help students persist, complete, and achieve financial stability. For example, several WSSN colleges are using the food pantry as a connection point for referrals to more intensive services such as financial health workshops and coaching to put students on a more solid financial footing and increase the potential for long-term persistence and success.

The 13 colleges are using variations on a two-pronged approach that puts food on the table and also sets up purposeful relationships with college counselors and advisors who can build crucial skills. For example:

- SparkPoint staff at Cañada College greet and assist food pantry users. While students are visiting the pantry, staff inform them of SparkPoint and Cañada College services and resources. Over time, these interactions build long-term relationships based on trust. Staff help students make connections to additional low- to high-touch support services.

- At Porterville College, financial aid staff conduct a short interview with students visiting the food pantry. In the process they obtain additional information about the students’ living situations and possible needs. Staff then offer coaching and additional high- or low-touch services.

- When they access the food pantry, North Arkansas Community College’s pantry visitors complete a short intake form about their living situations, including information about location, household size, student status, family members’ ages and genders, employment, veteran status, and whether or not the household is receiving SNAP benefits. If appropriate, the college can direct students to SNAP benefits, coaching, and other referral resources.

Colleges find that a food pantry visit can be a stepping-off point to talking with students about other available services that offer long-term support and greater financial stability. Making the visit a successful entry point to more services may involve weaving several services together into a bundle. This practice involves selecting and integrating specific services that help students move efficiently along a pathway to college success.

### Services Include:

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<th>Tuition assistance</th>
<th>Career coaching and services</th>
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<td>Childcare services</td>
<td>Emergency services</td>
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<tr>
<td>Financial capabilities workshops and coaching</td>
<td>Bookstore vouchers</td>
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<tr>
<td>Public benefits such as SNAP and subsidized health insurance</td>
<td>Scholarships/grants</td>
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<tr>
<td>Transportation vouchers</td>
<td>Housing for low-income families</td>
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How much time students have to spend on campus is a final key consideration when determining the services that will meet their short-term and/or long-term needs. The last thing a student feeling overwhelmed by daily circumstances needs is to feel required to add to an already full plate. WSSN colleges are overcoming this challenge by integrating the more high-touch services into existing programs so students see this as part of a college completion plan rather than an add-on. By creating innovative ways to meet their students’ needs and staying within resource constraints, colleges are doing more with less. Integrating financial education with bundled services such as a food pantry, transportation vouchers, and childcare subsidies enhances a student’s ability to succeed, not only while in college but into the future.
CONCLUSION

Colleges in the WSSN initiative have found that addressing food insecurity is often just one piece of the puzzle in helping students achieve sustained financial health. A successful long-term strategy requires identifying students in need, providing immediate assistance, and offering long-term financial education and coaching. These are the integral components of a solid persistence and completion plan.

The WSSN initiative was conceived to be more than just another short-term intervention. While setting up a food pantry is not a requirement for colleges participating in the initiative, WSSN colleges have learned it can be a catalyst for creating a more student-focused culture, engaging the faculty and new community partners in a common effort, and bringing sustainability to WSSN staff roles and services for the long haul. By getting to know their students and helping them gain a stronger financial foothold for themselves and their families, WSSN colleges are redefining faculty and staff roles and re-engineering programmatic offerings and student service models to better address equity goals. Students see the food pantry and access to other financial information and benefits as a normal part of the college experience and central to their success.

Colleges report that implementing the WSSN model has allowed them to streamline and embed services across campus, collaborate with faculty to identify students in need before they drop out, and use data to make improvements to processes. In addition, because of WSSN’s strategic priorities, college leaders have been able to spark cultural changes on their campuses that will sustain and endure far beyond the current funding cycle.

Changing the institutional culture to support students in a holistic way takes time, effort, focus, and a vision. But students with food and other insecurities who are enrolling and attending college deserve every opportunity for success that community colleges can afford them.

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<th>ARKANSAS CONSORTIUM</th>
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<th>VIRGINIA CONSORTIUM</th>
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<td>Virginia Community College System (Danville, VA)</td>
<td>The Washington State Board for Community and Technical Colleges (Moses Lake, WA)</td>
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<td>College of the Ouachitas (Forrest City, AR)</td>
<td>Cabrillo College (Redwood City, CA)</td>
<td>Danville Community College (Danville, VA)</td>
<td>Big Bend Community College (Moses Lake, WA)</td>
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<td>East Arkansas Community College (Harrison, AR)</td>
<td>Cañada College (Redwood City, CA)</td>
<td>Eastern Shore Community College (Melba, VA)</td>
<td>Clark College (Vancouver, WA)</td>
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<td>North Arkansas College (Helena-West Helena, AR)</td>
<td>East Los Angeles Colleges (Monterey Park, CA)</td>
<td>Northern Virginia Community College (Annandale, VA)</td>
<td>Highline College (Des Moines, WA)</td>
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<td>Phillips Community College (Helena-West Helena, AR)</td>
<td>Los Angeles Harbor College (Wilmington, CA)</td>
<td>Patrick Henry Community College (Martinsville, VA)</td>
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Finding Champions: Patrick Henry Community College, Virginia

Patrick Henry’s student support staff had known for a while that many of their students were not able to stretch their food budgets to the end of the month. Seventy-five percent had received Pell grants. Casting for ways to assist these students, they heard that some colleges were increasing retention and completion rates by setting up food pantries and decided try it. As they began seeking funding and support, the college received the WSSN grant, which provided the startup funding. Within a few months of opening, the Patriot Pantry was already known across campus and was bringing in students who also learned about other services available through the WSSN.

The Patriot Pantry has found tremendous champions in its faculty and staff as well as the community. Faculty and staff are not only making personal donations of goods but also monthly financial contributions through payroll deduction. This gives the pantry a stable base from which to operate. The Rotary and Lions clubs and other community groups have also donated to the pantry.

Patrick Henry is the first community college in the Southwestern Region to partner with Feeding America. This and other partnerships provide the opportunity to significantly touch their students’ personal and academic lives.

The WSSN strategy—to help low-income individuals reach financial stability by bundling services around education and employment advancement, income and work supports, and financial services and asset building—is making a difference and the food pantry is an important access point to these services.

Increasing Retention: North Arkansas Community College, Arkansas

Pete’s Pantry has served close to 300 students and families since its inception. It began when the student government approached North Arkansas Community College (Northark) asking to start a food pantry. Northark administrators knew food insecurity was an important issue and had been thinking about how to address it for a while. After doing research and attending a conference at which colleges were talking about their food pantries, college staff were convinced. With WSSN startup funding, the pantry got off the ground. Pete’s Pantry opened in the fall of 2015.

Northark partnered with the Food Bank of North Central Arkansas. As part of their agreement, they had to meet food bank requirements, such as having a sink in the pantry, and a way for students to have private access. With perseverance, what had previously been known as the Honors Program lounge became Pete’s Pantry.

The pantry is approximately 15’ X 20’ and has perishable and nonperishable items. A faculty member donated a freezer, which allowed the pantry to have frozen meats and other items.

Faculty and staff donate food and nonfood items. Local businesses donate items such as baby formula, dog food, toothbrushes, toothpaste, and diapers. Student government operates the pantry and trains student workers in privacy issues, inventory, food pantry rationale, and food handling. The student activities advisor oversees the students and does the food bank ordering and reporting.

Northark has found that students who use Pete’s Pantry are 10 to 12 percent more likely to complete their studies than the general college population. “The WSSN money was really the catalyst for getting it started,” says the student activities advisor. “It didn’t take a lot, but we needed that nest egg.”

Catalyzing Contact: Porterville College, California

The initial catalyst for Porterville’s food pantry was to help meet the emergency and supplemental food needs of the college’s foster youth students who have “aged out” of the foster care system. Faculty and staff would pass out food they kept in their desk drawers to these and other students, but clearly that wasn’t enough. Porterville College realized they needed a more formalized way to manage and distribute food on the campus. They also realized that food insecurity went beyond the needs of foster youth. A large number of their general student population also needed assistance.

The first step was to raise the idea of a food pantry at a student services meeting. The management team came together to support the implementation of the Pirate Food Pantry because they realized the need and wanted to see a solution come to fruition.

Once everyone was in agreement, the next step was to visit a nearby college to see first-hand the processes, challenges, and operational needs of a food pantry. The most difficult part was securing a home for the pantry as space on campus is at a premium. The logical place for a food pantry was in a corner of the student services office, with outside access. With WSSN
startup funding, they were able to buy shelving and paneling to develop a locked spaced for the pantry.

Payroll deductions from faculty and staff are an important component of the on-going funding of the pantry. Annually in the fall, the campus organizes a food drive in the form of a competition and large amounts of food come in to help fill pantry shelves. The team with the most donations, based on a point system, receives lunch.

The pantry is organized by type of food. For instance, rice, pastas, cereal, and beans are grouped together. Students are able to select a total of 16 items by selecting one item from each shelf. Students are welcome to visit the Pirate Food Pantry once a week, although during the intake process, staff let them know they can use the pantry to supplement monthly needs when they are running low on money, food, or benefits. Student workers help to stock the pantry, take inventory, and assist students during each visit.

The pantry has a website where students are able to initiate their visit, or they are welcome to call or stop by the pantry office to make an appointment. Appointments are used to make sure students have privacy and to limit overlaps of students requesting access to the pantry. There is a short intake process for each student so that the college has a better idea of their needs and can direct the student to additional resources such as day care, transportation, WSSN financial literacy workshops, employment services, student success components, and additional essential support that they may be lacking. The food pantry is key to how Porterville integrates its services to best meet the individual needs of students.

Advice from Porterville:

* Don’t do it alone. There are resources to help.
* Establish partnerships and be creative.
* Get the entire campus involved from the beginning.
* Don’t give up; persistence pays off.
* Write your plan down because it shows you know what you’re talking about
* Remember, a food pantry will resonate with the college and the community

Cementing Commitment: Big Bend Community College, Washington

When the idea of developing a food pantry on campus first came up, the Big Bend community was excited. The Workforce Education Services Department staff visited another community college that had already implemented a food pantry and was motivated to start the process. Although undertaking such a large project would come with many obstacles, the team remained committed to bringing this service to the campus within a year’s time. The department sought out members for a “Viking Food Pantry” committee that had a vested interest in the cause. The advisory committee was composed of faculty members, senior leadership, students, Human Resources Department staff, Workforce Education Services staff and the director of adult education. Although not everyone understood the idea of a food pantry on the campus, the committee members became champions of the idea. Startup funding from WSSN helped bring the facility’s remodel to fruition 18 months later.

One of the challenges the food pantry faced was how to keep the shelves of the pantry stocked. In an attempt to keep the food supply consistent and plentiful, Big Bend partnered with the local food bank. The Viking Food Pantry became an extension of that local resource and, consequently receives a weekly food allocation. Another challenge the Viking Food Pantry tackled quickly was how the facility would be staffed to accommodate the needs of the students. Currently, it is staffed by three part-time work-study students who do everything from picking up food at the local food bank to stocking the shelves, assisting students with their food orders, and doing initial referrals to other resources on and off campus. Having the Viking Food Pantry entirely student-run is very efficacious. Students helping students is a powerful combination.

According to officials, “The food pantry brought unity of purpose throughout the campus.”

The pantry is open to everyone on campus regardless of income level. Big Bend’s partnership with the local food pantry is critical. Persistently pursuing the idea of bringing this vision to life and including the Big Bend campus community as well as community partners has had a large influence on the campus already. The food pantry has distributed around six tons of food and served as many as 500 Big Bend students and their families within their first year of service. Big Bend’s advice is to stay committed to the vision and incorporate people from all areas of the campus and the community at large to bring the vision to life. Always keep the students’ best interests in mind when the going gets tough.
ABOUT ACHIEVING THE DREAM

Achieving the Dream (ATD) leads a growing network of more than 220 community colleges committed to helping their students, particularly low-income students and students of color, achieve their goals for academic success, personal growth, and economic opportunity. ATD is making progress closing academic achievement gaps and accelerating student success through a unique change process that builds each college’s institutional capacities in seven essential areas. ATD and more than 100 experienced coaches and advisors work closely with Network colleges in 39 states and the District of Columbia to reach more than 4 million community college students.

FOR MORE INFORMATION ABOUT ACHIEVING THE DREAM:
Visit www.AchievingtheDream.org
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