HUNGER FACTORS 2019

Hunger and Poverty in Oregon and Clark County, WA
Introduction

Oregon Food Bank

Oregon Food Bank (OFB) works to eliminate hunger and its root causes... because no one should be hungry. We believe that hunger starves the human spirit, that communities thrive when people are nourished, and that everyone deserves healthy and fresh food. The Oregon Food Bank Network, a network of 21 regional food banks serving Oregon and Clark County, Washington, increases resources for hungry families and eliminates the root causes of hunger through public policy, community food systems development, nutrition and garden education, and health care screening and intervention.

We hold people experiencing hunger in the center of all we do. In fiscal year 2017-2018, the Oregon Food Bank Network distributed food to an estimated 855,000 people. Despite a decline in the rate of food insecurity in Oregon in 2016, food insecurity rates are still higher than pre-recession levels. Food insecurity leads to stress and reduced diet quality, which then increases the likelihood of diet-related diseases such as diabetes or high blood pressure.\(^1\)

Hunger Factors

Since 1986, Oregon Food Bank (OFB) has conducted a biennial\(^2\) survey of food pantry clients to better understand client patterns of food pantry and meal site usage. By understanding the demographic, economic, social, and health factors that impact hunger, we are able to improve food distribution services, identify important public policy stances, and ensure that clients have a voice in the programmatic and policy decisions that affect their lives.

OFB analyzed the data through a variety of lenses in order to understand the intersections of food insecurity with demographics, geography, and program participation. For the first time, the statistical analysis included a breakdown of the results by race or origin. We also looked at households with children and seniors because of the unique needs of these vulnerable

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\(^2\) The Hunger Factors Survey is typically conducted every two years, however the last survey prior to the current was completed in 2015.
populations. We wanted to see the differences in responses from urban and rural locations as well as those received from meal sites versus food pantries. Significant deviations compared to the overall results are highlighted.

**Food Insecurity**

As defined by the United States Department of Agriculture (USDA), food insecurity is characterized by periods of time when households are “uncertain of having, or unable to acquire...enough food to meet the needs of all their members because they had insufficient money or other resources for food.”³ This shows up as **food acquisition problems and reduced diet quality** (relying on less nutritious foods and/or less variety).

Food insecurity is a symptom of economic instability. Limited resources result in inconsistent or inadequate access to food and/or reduced diet quality. Yet income is not the only factor impacting food insecurity. Housing, health, demographics, and more all impact a household’s food security in varying degrees.⁴,⁵ The Hunger Factors survey tests these assumptions and directs future exploration into the causes and solutions for hunger.

Despite decreases in unemployment and food insecurity rates since 2015, many people still struggle to feed their families. In March 2018, Oregon’s unemployment rate was 4.1%, compared to 5.8% in April 2015.⁶ The rate of food insecurity in the Oregon Food Bank Network in 2016 equaled the national average, 13.1% (down from 14.0% in 2015). The rate of food insecurity among children was 20.3%, about 3% greater than the national average (down from 22.0% in 2015).⁷

**Findings - Who are food pantries reaching?**

**Household Income & Employment**

Many factors contribute to a household’s food insecurity. While there is commonly an assumption that those in poverty are automatically food insecure, it’s actually much more complicated than that. Most households (69%) who visit food pantries live below the federal poverty level (see Figure 1). However this also indicates that over 30% of households that access food pantries are above the poverty level. Part of the problem is that the federal poverty level (FPL), which is set every year by the United States Department of Health and Human Services, is simply not reflective of the current cost of living. Despite adjusting for inflation, the basic formula for calculating the FPL has not changed since it was developed in 1963. This is despite the fact that costs of housing, healthcare, fuel, and childcare are all much higher today.⁸

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⁸ Ibid.
In 2019, the FPL for a household of four is $25,750. While any family living at or below the FPL would undoubtedly face difficulty in meeting their monthly budget needs, our survey results show that households with children, Latinx households, and people of color (POC) households were even more likely to live at or below the FPL compared to the overall results.\(^9\) This correlates with a recent USDA study on food insecurity which revealed that households with these characteristics also experience higher food insecurity rates compared to the general population.\(^{10}\)

![Respondent Income as Percentage of Federal Poverty Level](image)

**FIGURE 1**

In 2018, the cost of living in the Eugene/Springfield metro area for a family of four was $86,252 per year.\(^{11}\) It's easy to see how families above the federal poverty level could also face food insecurity. The most recent Feeding America data indicate that 32% of food insecure households in Oregon live at incomes higher than 185% of the federal poverty level ($47,638 for a family of 4).\(^{12}\) Our network of food pantries mostly serves people living below FPL. Only 25% of respondent households had incomes between 100-185% FPL, which indicates we may be underserving people within this income range. One reason could be that many food pantries have limited hours, which would present a significant barrier for families and low-income adults who work full time.

The economy has been improving over the last few years, and as a result, we find that more Hunger Factors respondents report at least some form of employment (see Figures 2 and 3). Although more households are working, the work is not enough to support a household. As one Latina respondent said, “[In order to be food secure I need] a better job or if my current job paid more than minimum because I am currently a farmworker. I earn very little and it’s hard to get ahead with my kids because I’m a single parent.” When asked about sources of

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\(^{9}\) Latinx is a gender-neutral term to refer to people of Latin American origin or descent. For the purposes of the statistical analysis, people of color refers to people who did not select “white/Anglo” or “Latino/Hispanic” in response to the survey question about race or origin.


income, less than a quarter of households (23%) identified regular employment as a source of income, with non-regular employment including temporary employment, self-employment, day-labor income, and farm work (see Figure 4).

![Household Employment](image)

**FIGURE 2**

![At Least One Adult with Paid Work](image)

**FIGURE 3**

![Types of Paid Work](image)

**FIGURE 4**
Yet despite the improving economy and increasing access to employment, we find that 36% of households reported a drop in monthly incomes in the last two years (down from 49% in 2015). Data from the Pew Research Center shows that real wages for the top tenth of income earners have risen “nearly five times the usual weekly earnings of the bottom tenth” since 2000.13 We also know that post-recession we saw a spike in the number of people employed part-time for economic reasons.14 Among people of color, the number of respondents who saw a drop in monthly incomes increases to 45%, indicating that they were more likely to have experienced a recent shock to their household income. This increase may be due in part to systemic inequities that leave people of color more vulnerable to economic shocks.15,16

![Graph showing changes in unemployment and benefits](image)

**FIGURE 5**

A key indicator of the strength of the economy is the unemployment rate. Since 2012, while the Oregon unemployment rate has dropped 5%, we’ve seen little change in the percentage of food pantry respondents reporting that an adult in their household was unemployed.17 Yet as shown in Figure 5, there has been a steady decline in those who report receiving unemployment benefits. Unemployment benefits are available to Oregonians who have lost their jobs. Oregon currently provides unemployment benefits for up to 26 weeks after somebody loses their job. This trend indicates that a significant portion of households seeking food assistance are experiencing chronic unemployment. For example, among

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households that had experienced unemployment in the last two years, 57% indicated that the length of unemployment was longer than a year, rendering them ineligible for unemployment benefits. And 25% of households had at least two adults who were unemployed during the last two years. Only two percent of respondent households were currently receiving unemployment benefits. This is despite the fact that 16% of households indicated that at least one adult was currently unemployed. In addition to income from employment and unemployment benefits, households have other sources of income, which they piece together to make ends meet. As Figure 6 shows, Social Security or Social Security Disability is the largest “other” source of income, which correlates with the 33% of respondents with members of their family that are either retired, disabled, or retired and disabled. Yet, when we look at Latinx households, the number of families that benefit from Social Security or Social Security and Disability Insurance drops dramatically to only 15% compared to 39% of all households. This is a troubling discrepancy especially when you consider that without social security, it’s estimated that the poverty rate for Americans 65 and older would jump from 14.6% to over 50%.

<table>
<thead>
<tr>
<th>TYPE OF INCOME</th>
<th>PERCENT</th>
</tr>
</thead>
<tbody>
<tr>
<td>Social Security or Social Security Disability Insurance</td>
<td>39%</td>
</tr>
<tr>
<td>Energy Assistance</td>
<td>12%</td>
</tr>
<tr>
<td>Section 8 (Subsidized housing)</td>
<td>8%</td>
</tr>
<tr>
<td>Retirement / pension</td>
<td>7%</td>
</tr>
<tr>
<td>Support from family / friends</td>
<td>5%</td>
</tr>
<tr>
<td>Bartering</td>
<td>3%</td>
</tr>
<tr>
<td>Child support</td>
<td>3%</td>
</tr>
<tr>
<td>TANF</td>
<td>3%</td>
</tr>
<tr>
<td>Veteran’s Benefits</td>
<td>3%</td>
</tr>
<tr>
<td>Student Loans / work study</td>
<td>1%</td>
</tr>
<tr>
<td>Workers compensation</td>
<td>0.4%</td>
</tr>
</tbody>
</table>

**FIGURE 6**

**Household Makeup – Age & Family Status**

There is no one “face” of hunger. Households that receive food assistance are diverse in size, age, and race or origin. They include families with children as well as those with seniors. While the majority of households speak English as their primary language, there is a huge variety of languages spoken in households receiving food assistance. The majority of families receiving food assistance are white, yet a disproportionate percentage of families are non-white and/or multiple races. It’s not possible to generalize or stereotype about who receives food assistance because the households that do are as diverse as the communities we live in.

Nearly half of survey respondent households have at least one child (age 17 and younger) (see Figure 7). We know that the effects of food insecurity on child health can lead to long-term consequences such as impairments to physical, intellectual, and emotional development. Hungry children are sick more often, resulting in more school absences, lower test scores, and eventually could impact access to a college degree leading to lower incomes.

as adults. Access to school meals, Supplemental Nutrition Assistance Program (SNAP, formerly known as food stamps), and the Women, Infants, Children (WIC) program provide critical support to families with children. We also know that food assistance through the Oregon Food Bank Network supports food security for these families.

A closer inspection of households with families shows that respondents in rural areas and respondents from meal sites were less likely to have children in the household. Respondents from Latinx households were much more likely to have children in the house – 77% of Latinx respondents indicated that there are children in the house.

Another demographic commonly cited as food insecure are seniors. America’s population is expected to grow over the next 30 years, but with a declining fertility rate and increasing life expectancy, especially for the baby boomer generation, much of this population growth will be driven by older adults. Aging adults face higher healthcare costs, lower access to earnings, and additional nutritional needs. So not surprisingly, between 2001 and 2012, the number of food insecure seniors in America rose by over 150%.

A third of households that completed Hunger Factors have at least one senior (age 65 and older) (see Figure 8). In line with the national aging trends listed above, the percentage of seniors represented in respondent households has increased over the last twelve years as shown in Figure 9.


20 Fifty-eight percent of households in rural areas and 73% of meal site respondents indicate that they have no children living in the household.

When taken in total, of all individual household members represented by Hunger Factors, 16% are seniors and 31% are children (see Figure 10). These numbers are similar to the population in the OFB Network with incomes at or below 185% FPL, where 13% are seniors and 27% are children.²²

Nine percent of respondents indicated that their household was comprised of a single parent with children. Food insecurity rates are higher among this demographic – 30.3% among households with children headed by a single woman and 19.7% among those headed by a single man. Food pantries may be less accessible to single parents because of time or day of distribution, wait times at pantries, lack of child care, or lack of public transportation in many communities. Additional household sizes and compositions are shown in Figure 11 below.

### HOUSEHOLD SIZE

<table>
<thead>
<tr>
<th>Household Type</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>Households with 1-2 people</td>
<td>47%</td>
</tr>
<tr>
<td>Rural households with 1-2 people</td>
<td>58%</td>
</tr>
<tr>
<td>Households with 1-2 people among meal site respondents</td>
<td>71%</td>
</tr>
<tr>
<td>Latinx households with 1-2 people</td>
<td>18%</td>
</tr>
<tr>
<td>Latinx households with 6 or more people</td>
<td>34%</td>
</tr>
<tr>
<td>Average Household Size</td>
<td>3.2 people</td>
</tr>
</tbody>
</table>

### HOUSEHOLD COMPOSITION

<table>
<thead>
<tr>
<th>Composition</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>Child, parent, grandparent</td>
<td>5%</td>
</tr>
<tr>
<td>Child, grandparent</td>
<td>4%</td>
</tr>
</tbody>
</table>

**Figure 11**

**Household Makeup – Language**

Eighty-four percent of all households (and 92% of rural households) speak English at home. Because the survey was only offered in four languages and most, if not all, pantries operate primarily with staff and volunteers who speak only English, we assume that non-English speakers are underrepresented in the survey sample. For instance, based on client intake software used by many food pantries we find that in Multnomah County 57% of clients speak English at home and in Harney County we find that 87% speak English at home. The survey was also offered in Spanish, Russian, and Vietnamese, but most pantries did not provide interpretation for people with low-literacy levels. Among respondents, 12% speak Spanish at home, 4% speak Russian and 2% speak another language. It’s also not far-fetched to assume that our pantries are underserving food insecure households that do not speak English as their primary language.

**Household Makeup – Race and Ethnicity**

Food insecurity disproportionately affects certain races. Nationally, food insecurity rates are higher among households headed by Black non-Hispanics (21.8%) and Hispanics (18%) compared to households headed by Whites (8.8%). With the exception of those who identify as Hispanic or Latino, the race or origin of Hunger Factors respondents (see Figures 12 and 13) largely reflect the race and ethnicity of the general population in the OFB Network living at or below 185% of the federal poverty level. According to the 2016 American Community Survey data for Oregon and Clark County, Washington, among people at or below 185% of the federal poverty level:

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24 Ibid.

25 The question about race or origin in Hunger Factors differs from how the question is asked for the American Community Survey. The U.S. Census Bureau considers race and ethnicity two separate and distinct concepts. For its purposes, ethnicity is used to determine whether a person is of Hispanic origin or not. First they ask about ethnicity determine who is Hispanic or Latino and who is not Hispanic or Latino. Then they ask about race, which refers to groups based on supposed physical or genetic traits.
• 69% identify as White alone (on par with Hunger Factors respondents)
• 20% identify as Hispanic or Latino (compared to 13% of Hunger Factors Respondents)
• 12% identify as some other race (compared to 15% of Hunger Factors respondents who are not White alone and not Latino or Hispanic)

**FIGURE 12**

<table>
<thead>
<tr>
<th>Race or Origin of Respondents</th>
<th>PERCENT</th>
</tr>
</thead>
<tbody>
<tr>
<td>White/Anglo</td>
<td>67.95%</td>
</tr>
<tr>
<td>Latino/Hispanic*</td>
<td>13.46%</td>
</tr>
<tr>
<td>Mixed Race (selected more than one option)**</td>
<td>6.27%</td>
</tr>
<tr>
<td>Black/African American</td>
<td>3.31%</td>
</tr>
<tr>
<td>American Indian/Native American</td>
<td>1.87%</td>
</tr>
<tr>
<td>Slavic</td>
<td>1.46%</td>
</tr>
<tr>
<td>Asian</td>
<td>1.44%</td>
</tr>
<tr>
<td>Pacific Islander</td>
<td>0.45%</td>
</tr>
<tr>
<td>Middle Eastern</td>
<td>0.31%</td>
</tr>
<tr>
<td>Alaska Native/Aleut/Eskimo</td>
<td>0.16%</td>
</tr>
<tr>
<td>African</td>
<td>0.11%</td>
</tr>
</tbody>
</table>

*Latino/Hispanic includes respondents who checked only this response option and people who checked this response option in combination with any other response option(s).

**Mixed Race includes respondents who checked more than one response option that did not include Latino/Hispanic.

**FIGURE 13**

Household Makeup – Other Characteristics

- **Education:** Food insecurity decreases with greater levels of educational attainment.  
  - 16% of households have less than a high school education (no diploma or GED). Of these, 6% have only an 8th grade education or less.
  - 72% have at least a high school diploma or GED, but less than a 4-year college degree.

- **Veteran Status:** Veterans experience food insecurity at a higher rate than the general population. Of Hunger Factors respondents, 23% of households have a member who has served in the military, compared to 19% households with veterans in 2015. At meal sites, almost a third (30%) of respondent households contain a member who has served in the military.

- **Gender:** Sixty-one percent of respondents identified as female and 36% identified as male. This is in line with the national trend of women doing more grocery shopping than men. At meal sites, on the other hand, 60% identified as male. The current estimate for the US adult population is that 0.6% of individuals identify as transgender (0.65% in Oregon). Of survey respondents, almost 2% identify as transgender or gender non-conforming (at meal sites it is almost 3%). Given that transgender people experience food insecurity and poverty at higher rates than non-LGBT people, we would expect this number to be higher. Within the Metro area, we are engaged in an LGBTQ Affirming Agencies project to provide training and guidance for partners to better serve the LGBTQ community.

Access to Resources

The Hunger Factors survey asks whether clients have access to a variety of household items. This information helps pantries and congregate meal sites ensure that households have the tools they need to utilize food that is provided. We have consistently seen that clients prefer fresh healthy foods and that they cook most meals at home. Hunger Factors results indicate that most households have the tools needed to prepare meals from scratch:

- 92% have refrigerator space
- 89% have a stove or hot plate
- 89% have an oven (only 77% among Latinx households and 78% among people of color)
- 85% have a microwave
- 82% have freezer space (only 72% among Latinx households and 73% among people of color)

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32 Data from Oregon Food Bank survey of client food preferences (survey conducted June 2017).
Many respondent households also have tools that are increasingly important to full inclusion in modern life:

- 73% have access to a smartphone
- 73% have access to a car
- 62% have internet access

This information can help social service providers, such as food pantries and congregate meal sites, understand how clients might access information, referrals, or other supports.

Food Access and Coping Strategies

People who experience food insecurity are adept at finding a variety of solutions to meet their food needs. Strategies including careful budgeting, accessing federal nutrition programs, cooking from scratch, comparison shopping, utilizing a social network of friends and family members for mutual support, and navigating the charitable food system. We asked a variety of questions about these coping strategies.

Where People Get Food

Food pantries and meal sites are not the only sources of food for survey respondents. The vast majority of clients shop at grocery stores and most also shop at convenience stores. Access to food can be especially challenging in rural communities because people may have to travel greater distances to get to a grocery store. A survey examining rural isolation based on distance to the nearest discount grocery store found that the most isolated communities in Oregon are over 100 miles from the nearest discount grocery store and the majority of grocery stores (73%) were less than 50 miles from the nearest discount grocery store. As one respondent from Clackamas County shared, “The grocery stores in my geographic area have really high prices. I don’t always have time and gas money to travel to less expensive stores.”

About a third of respondents access food at a farmers market or through a community-supported agriculture or farm-share and about a third of respondents get some of their food from a garden. Despite the growing trend of people accessing food through online retailers, only 6% of respondent households often or sometimes order food online. And fifty-two percent of respondents said they often or sometimes received food from family, friends, or neighbors, which indicates that strong social networks help people get by (see Figure 14).

<table>
<thead>
<tr>
<th></th>
<th>OFTEN</th>
<th>SOMETIMES</th>
<th>OFTEN + SOMETIMES</th>
<th>TOTAL</th>
</tr>
</thead>
<tbody>
<tr>
<td>Grocery Stores</td>
<td>58%</td>
<td>39%</td>
<td>97%</td>
<td></td>
</tr>
<tr>
<td>Food Pantries</td>
<td>50%</td>
<td>43%</td>
<td>93%</td>
<td></td>
</tr>
<tr>
<td>Convenience Stores</td>
<td>14%</td>
<td>41%</td>
<td>55%</td>
<td></td>
</tr>
<tr>
<td>Neighbors, Family, Friends</td>
<td>11%</td>
<td>41%</td>
<td>52%</td>
<td></td>
</tr>
<tr>
<td>Free Produce Programs</td>
<td>17%</td>
<td>23%</td>
<td>40%</td>
<td></td>
</tr>
<tr>
<td>Farmers Markets or Community-Supported Agriculture</td>
<td>7%</td>
<td>27%</td>
<td>34%</td>
<td></td>
</tr>
<tr>
<td>Gardens (home or community)</td>
<td>9%</td>
<td>19%</td>
<td>28%</td>
<td></td>
</tr>
<tr>
<td>Meal Sites</td>
<td>9%</td>
<td>14%</td>
<td>23%</td>
<td></td>
</tr>
<tr>
<td>Senior Centers</td>
<td>4%</td>
<td>10%</td>
<td>14%</td>
<td></td>
</tr>
<tr>
<td>Online ordering</td>
<td>2%</td>
<td>4%</td>
<td>6%</td>
<td></td>
</tr>
</tbody>
</table>

**FIGURE 14**

**How Food Pantries Help**

Despite an improving economy, many are still unable to make ends meet. Food expenses are often the first to be constrained as people juggle other fixed costs like rent, gas, and utilities. Food pantries present significant relief as a coping strategy for people living with insufficient resources, as illustrated by survey results. Seventy-nine percent of respondents said that food assistance allows them to meet their household’s food needs for the month (when combined with the rest of their food supply).

Ninety-four percent of respondents indicated that the food assistance improves their lives in some specific way (these results cannot be aggregated because each respondent could check multiple answers):

- 59% say that food assistance allows them to prepare or eat healthier foods.
- 35% say the food assistance allows them to pay their utility bills
- 33% say that it allows them to pay their mortgage
- 23% say it gives them more energy for work and family
- 16% say it allows them to get the medicine they need
- 11% say it allows them to focus on their job search
- 6% say it allows them to manage transportation to work.
- 9% say it helps in some other way.

**Visit Frequency**

Households receiving food assistance vary in the number of times they access food from a food pantry. Compared to previous years, we saw an increase this year in the number of households visiting food pantries infrequently (3 times per year or less).

- Almost a third (29%) of respondents reported 1-3 visits in the last year
- Almost a third (28%) reported episodic visits in the last year (4-9 times)
- More than a third (43%) reported very frequent visits (10+ times per year)

Figure 15 shows the number of food pantry visits by respondents in the preceding 12 months.
Need remains high in Oregon and Clark County, Washington. Several respondents indicated it would be helpful to visit their food pantry more frequently. Others indicated that they would like to see their food pantries offer more fresh healthy foods, including produce.

Most households plan to use the food pantry, rather than just waiting until their food runs out. Over half (58%) of respondents said that they plan to get regular support from the food pantry. Notably, among people in rural communities, this number jumped to 68%. We attribute this difference to the fact that food pantries in rural communities tend to be open less frequently than food pantries in metropolitan areas, meaning that people in rural areas need to plan their visits to the food pantry.

**Change over Time in Visit Frequency**

After several years of seeing an increase in the total number of pantry visits in the OFB Network, it has begun to plateau over the past few years. This year food pantries provided food to 1,094,000 households (duplicated\(^{35}\)) in the OFB Network, representing a 4% decrease from 2015. During the Great Recession, as the need for food increased we saw a shift away from people coming to pantries infrequently (one to three times per year) towards more frequent pantry visits (10-13 visits per year) (see Figure 16). The proportion of people coming infrequently again decreased in 2015, but now is rising again – possibly meaning that people need assistance less often because they are able to meet more of their food needs through paid employment.

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\(^{35}\) The duplicated number means that some of those households visited a food pantry more than one time during the year.
Federal Nutrition Program Participation

Federal nutrition programs are an important source of supplemental income and food for client households. At the time of the survey, respondent households participated in the following federal nutrition programs:

**FEDERAL NUTRITION PROGRAM PARTICIPATION**

<table>
<thead>
<tr>
<th>Program</th>
<th>ALL HOUSEHOLDS</th>
</tr>
</thead>
<tbody>
<tr>
<td>Supplemental Nutrition Assistance Program</td>
<td>57%</td>
</tr>
<tr>
<td>Free or reduced-price school breakfast or lunch programs</td>
<td>27% (households w/ children)</td>
</tr>
<tr>
<td>WIC</td>
<td>23% (households w/ children age 5 and under)</td>
</tr>
<tr>
<td>Summer Meal Programs</td>
<td>13% (households w/ children)</td>
</tr>
<tr>
<td>Snacks or meals in an afterschool program</td>
<td>5% (households w/ children)</td>
</tr>
</tbody>
</table>

Households that identified as Latinx had lower Supplemental Nutrition Assistance Program (SNAP, formerly known as food stamps) participation (44%) and higher participation in school meals (31%), WIC (32%), and Summer Meals (33%).

SNAP is a federal program that provides assistance to eligible low-income people nationwide. SNAP is the first line of defense against hunger. By improving the purchasing power of participants, SNAP can help alleviate the need to access food through the charitable network.

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Pregnant women and children under age 5 who meet other eligibility criteria can enroll in WIC. Hunger Factors asked whether there were children age 0-5 in the household, which is the closest comparison to WIC eligibility that we can make with the survey data.
Households that do not receive SNAP were asked about the reasons for not receiving SNAP. The top answers were:

- 10% not sure if they qualify
- 10% state that their income is too high to qualify
  - Among households at or below 185% FPL (meaning they meet the income eligibility requirement), this rose to 19%
- 9% do not want to take benefits from others

More outreach can be done to raise awareness about SNAP and eligibility requirements among food pantry and meal site clients. Many people mistakenly believe that their income is too high to qualify. The notion that participating in SNAP means others cannot receive benefits is a common misconception – the program expands and contracts with need so that there is enough funding for all who are eligible.

As mentioned above, survey results show that Latinx families are more likely to participate in school meal and summer meal programs compared to the overall results. This suggests that these programs may be a coping strategy among this population. One reason could be that these are lower barrier programs. Any child in Oregon can receive a summer meal simply by showing up to a program site. The application to enroll in free or reduced-price school meals is faster and requires less information than other nutrition programs, such as SNAP. Schools with a high percentage of low-income children can meet the Community Eligibility Provision (CEP) to offer school meals at no charge to any student in that school without collecting applications. Over 300 schools in Oregon met the CEP criteria in the 2017-18 school year.\(^\text{37}\)

Unfortunately, we hear from many clients that SNAP benefits are just too low. As one respondent in Southern Oregon said, food assistance would be less necessary “If I were able to work 30+ hours a week and still qualify for SNAP...I work hard and then just when I get ahead the ONE thing helping me get there gets pulled out from under me. It’s a bummer.” Among households receiving SNAP, 61% reported that the benefits only last two weeks or less each month and 91% of households receiving SNAP indicate that the benefits do not last the entire month.

**Why are People Food Insecure?**

When asked “what would help improve your situation and make food assistance less necessary for your family?” top responses pointed to basic economic factors:

- Employment or higher wages
- Improved access to government benefits or an increase in benefits that kept pace with the cost of living
- Affordable housing

**Cost of Living**

While the economy has improved and more people are working, wages have not kept pace with the cost of living. The cost of living, driven primarily by rising housing costs, has dramatically increased in Oregon.

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The Economic Policy Institute has created a family budget calculator that measures the income a family needs for a modest yet adequate standard of living. The family budget calculator is a more accurate and complete measure of household economic security than the federal poverty level. This measure accounts for housing, food, child care, transportation, health care, other necessities, and taxes, and it takes into account localized sources for cost of living.

Figure 18 illustrates changes in the cost of living over time compared to median wages in Oregon. The blue line shows how the basic family budget for a two adult, two child household in Lane County, Oregon (the county with the median basic family budget in the state) has increased over time since 2010. The orange line shows that median income in Oregon for a couple has not increased at the same rate as the basic family budget. 2017 is the first year where the basic family budget exceeds the median income in Oregon. The yellow line illustrates 185% federal poverty level, which is the income eligibility for food pantries and many government programs. The green line illustrates the federal poverty level – as previously mentioned 69% of Hunger Factors respondents have household incomes at or below this benchmark.38, 39

![Cost of Living Compared to Wage Growth in Oregon](image)

The food budget shortfall – how much additional money food insecure people report needing each week to meet their food needs – helps explain the changing need among people experiencing hunger. Nationally, the 2017 food budget shortfall among food insecure

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households was $16.99 per person per week on average.\textsuperscript{40} That shortfall represents a 6.5% increase since the first full year of the Great Recession in 2008.\textsuperscript{41}

**Housing**

Housing costs throughout Oregon have risen dramatically since the last time we completed the Hunger Factors survey. The Fair Market Rent for a two-bedroom apartment in 2018 in Oregon rose by over 20% (from $864 to $1,105. A household must earn $44,124 annually (up from $34,547 in 2015) in order to only spend 30% of income on housing (Figure 19 shows the increase in fair market rent in Oregon over time).\textsuperscript{42, 43} This greatly exceeds the federal poverty level of $25,750 for a family of four. One out of four renters in Oregon spent more than half of their income on rent in 2016.\textsuperscript{44}

![Figure 19: Fair Market Rent in Oregon (2 Bedroom)](image)

A majority of respondents rent (63%), while 21% are home owners, 14% are unhoused, and 2% are in assisted living. The percentage of renters increased from 2015 (55%). In rural areas, more respondents own their own homes (32%) and there are fewer renters (56%). Houseless living situations are much more common among respondents at meal sites (39%) than households at food pantries (12%).

Many respondents report recent housing transitions, which indicate some level of instability in their living situations. Nine percent had been evicted or received an eviction notice in the last two years. Some housing transitions may reflect strategies to make ends meet. For instance, 23% of all respondents said they had moved to find affordable housing in the last two years (down from 29% in 2015), while 13% of households indicated that they had moved to find work (down from 18% in 2015).


\textsuperscript{41} Ibid.


\textsuperscript{43} National Low Income Housing Coalition. Out of Reach 2018. Retrieved September 29, 2018 from: \url{http://nlihc.org/sites/default/files/oor/OOR_2015_OR.pdf}

Notably, respondents who identify as Latinx or people of color experienced greater levels of instability in their living situations. Twelve percent of people of color had been evicted or received an eviction notice in the last two years. Seventeen percent of Latinx and 18% of people of color respondents moved to find work, and 31% of people of color respondents moved to find affordable housing.

Eight percent of households receive Section 8 (subsidized housing). Many respondents cited affordable housing as one solution that would help improve their situation and make food assistance less necessary for their family. Unfortunately, Oregon has a shortage of affordable housing – for every 100 families with extremely low incomes, there are only 20 affordable units available. As one respondent in southern Oregon told us, “My father is a cancer survivor and not able to work so it’s all on my mom and I to pay the bills. It would be easier on us if we had cheaper rent so we could afford our other bills. We need a better housing situation that we can afford.”

**Debt**

Debt can make balancing a household budget especially difficult. Only 13% of Hunger Factors respondents indicate that they do not have debt. The most common sources of debt are medical bills (31%), credit cards (28%), debt to family or friends (21%), and overdue utility bills (20%). The percentage of respondents who indicate that they have medical debt has continued to fall since the implementation of the Affordable Care Act (see Figure 20). In 2010, the last year Hunger Factors was conducted before implementation of the Affordable Care Act began, 41% of respondents indicated they had medical debt, compared to 31% in 2018.

![Percentage of Respondents with Medical Debt](image)

**FIGURE 20**

Health insurance coverage among children and adults held steady from 2015 results. In 2018:

- 84% of households have health insurance coverage for all children
- 60% of households have health insurance coverage for all adults

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As in 2015, 73% of households included at least one person receiving coverage through Oregon Health Plan or Basic Health Washington. These benefits are critical to families, as demonstrated by this comment from a respondent in the Willamette Valley, “If my husband could work more hours that would help be more money, but then we’d lose OHP [Oregon Health Plan] benefits. Can’t do that since I have cancer and need insurance.”

Impacts of Food Insecurity

Food insecurity is associated with several physical and mental health conditions that impact a person’s quality of life. The cycle of food insecurity and chronic disease (e.g. diabetes or high blood pressure) starts when a person cannot afford enough nutritious food. The resulting stress and poor nutrition can make it more difficult to manage a disease. Time and money are needed to respond to worsening health conditions, which can further impact the household budget and cause more stress. This can result in less money for healthy food or healthcare, causing the cycle to continue. The following Hunger Factors results point to some level of food insecurity experienced by respondents:

- 39% often worry about food running out before having money to buy more
- 85% report that there were times in the last 12 months when the food they bought did not last and there was not money to buy more food
- 46% of respondents report that there were times in the last 12 months when they were hungry but did not eat because there was not enough money for food
- 26% of households with children report cutting the size of children’s meals or skipping meals, trending down from 31% in 2015, but among Latinx households with children, this number is 32%

Health

The rates of chronic disease, including diet-related diseases such as diabetes and high blood pressure, have increased in the United States over the past several decades. Twelve percent of Oregonians have either been diagnosed with or are living with undiagnosed diabetes. Thirty percent of adult Oregonians have been told by a health care professional that they have high blood pressure. Food insecurity increases the risk of diabetes and high blood pressure.

- 27% of households have at least one member with diabetes. Among households with seniors, the number increases to 37%.
- 47% of households have at least one member with high blood pressure. Among households with seniors, this number increases to 64%.

Fortunately, food pantries and meal sites are making a difference in people's consumption of healthy food. Fifty-nine percent of respondents indicated that access to the food pantry or meal site has allowed them to prepare or eat healthier meals (up from 52% in 2015).

Diet Quality
The OFB Network consistently hears that fresh, perishable foods are desirable to clients accessing food assistance. The five foods cited by clients as most important to get from a food pantry are meat, dairy products (including non-dairy milk), fresh fruits and vegetables, eggs, and cooking staples (e.g. flour, cooking oil, margarine, etc.). A separate study found that low-income families make dinner at home at least five times a week. Unfortunately, cost was viewed as the main barrier to eating healthy. OFB is on track to meet a five year strategic goal to increase produce distribution by 50% by 2019 (to a total of 15 million pounds sourced). The OFB Network provides access to the nutritious food that our clients want and, in doing so, also helps clients access food that promotes their health and well-being.

Implications

- Food insecurity is improving, but a nutritious, varied diet is still out of reach for too many of our neighbors. The worry and time spent locating food from sources other than grocery stores takes energy from all other activities and lowers opportunities for social inclusion. Although the hunger rate has decreased in the last couple of years, the food budget shortfall is increasing – meaning those that can’t afford a full, healthy diet need more help now than they did a few years ago.

- Food assistance helps households on the brink to weather economic shocks, and at the same time provide regular, supplemental support to the most vulnerable households. As the economy has improved, we’ve seen a shift in the client visit frequency. More people are accessing food pantries only one to three times a year, but those who are accessing the pantry regularly are visiting more frequently than in the past. In almost 40% of households the adults are either working full time caring for a child, elderly, or disabled person in the household or they are unable to work, due to age or disability. These households need regular, predictable support with nutritious, culturally appropriate foods. The infrequent visitors to food pantries are likely those with income – just not enough to weather shocks to the household finances.

- The economy is improving and more people are employed. However, the number of respondents living at the federal poverty level remains unchanged. The rising cost of living in Oregon is a challenge for respondents who are employed as well as those receiving Social Security or Social Security Disability Insurance.

- The high cost of housing and limited availability of affordable housing is leading to instability in our communities. Too many neighbors are spending more than 50% of their income on housing – leaving little to supply the necessities of food, child care, medicine, utilities and transportation.

- Racial disparities exist that adversely affect people of color. Systemic injustices create and perpetuate conditions that sustain poverty and hunger. We found that Latinx respondents were more likely to be employed and yet more likely to live in poverty compared to the overall results. This is also illustrated by the greater instability in housing situations experienced by Latinx and people of color.

51 Data from Oregon Food Bank survey of client food preferences (survey conducted June 2017).
respondents. In order to address food insecurity, tailored solutions that account for the disparities experienced by people of color must be developed.

- People in rural communities may have to travel greater distances to get to a grocery store, which requires more time and transportation costs to access services. Discount grocery stores may be out of reach for many in rural communities, meaning higher food prices. We see two coping strategies among survey respondents in rural communities – they are more likely to plan to visit their food pantry on a regular basis to help with the monthly food budget and they are more likely to grow food in a home or community garden. However, these options are not available to everybody and access to affordable food is critical in rural communities.

- Health insurance coverage and SNAP participation are holding steady.
  - Despite disruption to the Affordable Care Act, insurance coverage remains unchanged from 2015. However, many respondents don’t have health insurance. The cost of healthcare remains a major driver for people accessing food at a pantry.
  - Similarly SNAP enrollment is unchanged. However, 91% of respondents enrolled in SNAP run out benefits before the end of the month.

- Hunger-relief charities are a crucial coping strategy among people experiencing hunger. Food is often considered to be a flexible part of the budget. We see that without help, households are forced to rely on cheap, filling foods – often with no variety and little nutrition. Fresh fruits and vegetables are too expensive for many households. In response to both client demand and agricultural abundance, the Oregon Food Bank Network is collectively transforming our services to provide to provide fresh, perishable food to people who need it.

- The charitable sector is a supplement to strong federal nutrition programs. Last fiscal year the combined budget for all 20 food banks in Oregon was over 41 million dollars. During that same time period, SNAP brought in 961 million dollars to Oregon residents enrolled in the program. The charitable sector alone cannot adequately meet the food needs Oregonians experiencing hunger.

- Despite efforts over the years to reach more people through food assistance sites, it is clear that food pantries are still not accessible enough for many. There are over 1.2 million people below 185% of the federal poverty level in Oregon. We know from research conducted by Feeding America, the USDA, and Oregon State University, among others, that many people above the federal poverty level are hungry. Despite that – only 31% of Hunger Factors respondents are living above the federal poverty level.

- Non-English speakers are likely underrepresented among survey respondents, but also it is very likely that they are underrepresented among clients. Language barriers and lack of outreach still prevent people from accessing services.

**Methodology**

The findings in this report are based on a survey of food pantry and meal site recipients conducted in the spring of 2018. Oregon Food Bank selected 158 of 689 food pantries and meal sites for participation (see Figure 21). A stratified sampling method was used for food pantry selection. All 21 Regional Food Bank (RFB) service areas in the OFB Network participated in the survey. Each RFB is divided into one of seven regions in the OFB.

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Network. The number of surveys sent to each service area was proportional and based on the duplicated number of households served by food pantries in fiscal year 2016-2017. Within each RFB service area, food pantries were further separated into three geographical areas (urban, rural, and urban cluster) and a proportional number of surveys was sent to pantries in each geographical area. In this way, the selected pantries reflect the population density of the area (i.e. if 80% of the population within an RFB service area lived in urban areas, then 80% of the surveys in that service area were sent to food pantries in urban locations). In the event that an RFB service area did not have enough food pantries with the capacity to participate in the survey, additional food pantries were selected from other RFB service areas within that same region of the OFB Network.

This year we included meal sites in the survey to better understand conditions affecting unhoused community members. Seventeen meal sites participated in the pilot. Not all 21 RFB service areas in the OFB Network have meal sites. Agencies were selected based on annual number of meals served and geographical area (urban, rural, and urban cluster) to the extent possible.

2018 Hunger Factors has 37 questions. Thirty-three questions repeat from the previous survey, providing comparative data for multiple survey periods. Four questions are new this year. The survey was available in four languages. The number of surveys provided in English, Spanish, Russian, and Vietnamese was based on advice from RFB staff.

55 Since food pantry and meal site staff and volunteers are asked to administer the survey, OFB created exclusion criteria so that food pantries that had already planned to implement a large project in spring 2018 (e.g. remodel or a systems change) or sites that were identified as low capacity by the RFB were not included in the sample.
All participating sites received detailed process instructions with the survey, including training materials for volunteers and staff. Regional Food Bank staff were trained on survey administration so they could support their participating agencies and contribute to survey fidelity. Each site received a proportional number of surveys up to 150 maximum (the most surveys an agency could reasonably administer), meaning the largest sites received a smaller proportion of surveys. The quantity of surveys sent to each site reflected 60% of the average monthly number of households served using service statistics from fiscal year 2016-2017, the most recent data available. Surveys were mailed directly to the selected agencies.

The selected agencies offered one survey to a representative of every household that requested food assistance during a four-week period or until the surveys ran out at their site. Surveys were distributed to clients from March 5 through March 30, 2018. Completion of the anonymous survey was voluntary and clients were not required to take the survey in order to receive food. Of the 10,036 surveys distributed to the 158 partner agencies, 6,053 were completed and used for analysis. After receiving the surveys, thirteen of the 158 selected partner agencies declined to participate.

Data analysis was conducted in partnership with Portland State University Survey Research Lab.

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A special thank you to the staff at Regional Food Banks for helping to implement the survey.

Regional Food Banks (Counties Served):
ACCESS Food Share (Jackson)
CAPECO Food Share (Gilliam, Morrow, Umatilla & Wheeler)
CCA Regional Food Bank (Clatsop)
Clark County Food Bank (Clark, WA)
Columbia Gorge Food Bank (Hood River, Sherman & Wasco)
Columbia Pacific Food Bank (Columbia)
Community Connection of Northeast Oregon (Baker, Grant, Union & Wallowa)
FOOD For Lane County (Lane)
   Food Share of Lincoln County (Lincoln)
Josephine County Food Bank (Josephine)
Klamath-Lake Counties Food Bank (Klamath & Lake)
Linn Benton Food Share (Benton & Linn)
Marion-Polk Food Share (Marion & Polk)
NeighborImpact (Crook, Deschutes & Jefferson)
Oregon Food Bank – Metro Services (Clackamas & Multnomah)
Oregon Food Bank – Southeast Oregon Services (Harney & Malheur)
Oregon Food Bank – Tillamook County Services (Tillamook)
Oregon Food Bank – Washington County Services (Washington)
South Coast Food Share (Coos & Curry)
UCAN Food Bank (Douglas)
YCAP Regional Food Bank (Yamhill)

Thank you to all the staff and volunteers at these partner agencies for administering the survey and doing all the good work they do to help neighbors in need:
AWARE Food Bank
Aumsville Food Pantry
Battle Ground Adventist Community Services
Bear Cupboard, a program of South Coast Food Share
Bethel Congregational Church
Bethel Food Pantry
Blanchet House of Hospitality
Bonanza Living Springs Fellowship
Butte Falls Food Pantry
Catholic Community Services - Eugene
Catholic Community Services - Springfield
City Team Ministries
Clatsop Emergency Food Bank
Coburg Food Pantry
Colton Helping Hands
Community Care Food Pantry
Community Sharing
Coos Food Cupboard
Cornelius United Methodist Church
Crossroads Food Bank
Daily Bread - Eugene Christian Fellowship
Dexter Food Pantry
E.A.T. Inc.
Eagle Point Mobile Pantry
Estacada Area Food Bank
Eugene Faith Center Food Pantry
Evergreen Christian Center Food Pantry
Family Kitchen
First Christian Church Pantry
First Presbyterian Church
FISH of Hood River
Foothills Community Church
Forest Grove Foursquare Church
Fruit Valley Food Pantry
Glide Helping Hands
Gloria Dei Lutheran Church
Gold Hill Food Bank
Good Roots Community Church
Grant County Food Bank
Halfway Lions - Panhandle Food Bank
Harney County Food Pantry
Healthy Mobile Pantry, a program of ACCESS
Food Share
HELP Food Pantry
Hereford House Food Pantry
Highland Christian Center
HOPE First Baptist
HOPE First Presbyterian
Hope on the Hill Food Pantry
HSRC Food Pantry
Inter-Faith Treasure House
Irrigon-Boardman Emergency Assistance Center

Jefferson Community Food Pantry
John Day Helping Hands Pantry
Jordan Valley Community Food
Junction City Local Aid
Lakeview Ministries
Lewis River Mobile Food Bank
Lord's Store House
Mainspring Portland
Mapleton Food Share
Martha's Pantry
McKenzie River Food Pantry
Metropolitan Community Church People's Pantry
Mission Benedict
Nazarene Church Meal Site
Neighborhood Center of South Morrow County
Next Chapter – St. Matthews
North County Community Food Bank
North County Food Bank
One Life
Our Lady of Victory Sunday Supper
People's Church Pantry
Philomath Food Bank
Pilot Rock Food Pantry
Portland Adventist Community Services
Portland Open Bible Community Pantry
Project Blessing Food Bank
Redmond Assembly of God Brown Bag
Rogue River Community Center - Pantry
Salvation Army - Albany
Salvation Army - Eugene
Salvation Army – Gresham
Salvation Army – Josephine County
Salvation Army - Klamath Falls
Salvation Army – La Grande
Salvation Army – Moore St Center
Salvation Army – Salem
Salvation Army – Vancouver
Salvation Army Portland Tabernacle Family Services
Salvation Army TV Citadel
School Pantry at Gladstone High
School Pantry at Greenway Elem
School Pantry at Ontario School District
School Pantry at Parkrose Middle School
School Pantry at Roosevelt High School
School Pantry at Shaver Elementary
Seventh Day Adventist – Ashland
Seventh Day Adventist – Redmond
Seventh Day Adventist – Salem Spanish
SHEM Soup Kitchen (Manna)
Shepherd's Hand
Silverton Area Community Aid
Sisters Kiwanis
SnowCap
South Benton Food Pantry
South Corvallis Food Bank
South County Food Pantry
South Douglas Food Bank
Southeast Community Food Pantry
St Andre Bessette Catholic Church
St Mary's Outreach
Stone Soup Corvallis Inc.
Sunnyside United Methodist Church
St Vincent de Paul - Bend
St Vincent de Paul – Brush Prairie
St Vincent de Paul – Corvallis at Garfield School
St Vincent de Paul – Immaculate Heart
St Vincent de Paul – La Pine
St Vincent de Paul – Prineville
St Vincent de Paul – Salem
St Vincent de Paul – Service Station
St Vincent de Paul – St Anthony (Tigard)
St Vincent de Paul – St Juan Diego
Table of Plenty
Talent Food Pantry
The Common Good Port Orford
Tigard UMC- Bethlehem House of Bread
Tillamook Food Pantry
TLC Community Kitchen
Toledo Pantry
Tualatin School House Pantry
Turning Point Church Community Pantry
Upper Rogue Community Center Pantry
Vale Food Pantry
Vernonia Cares, Inc.
Wallowa Food Bank
Wallowa People's Pantry
West Medford Pantry
West Salem United Methodist
William Temple House
Willowbrook Food Pantry
Wilsonville Community Sharing
Wolf Creek Pop-up Pantry, a program of Josephine County Food Bank
YC Storehouse
Zarephath Kitchen