



**United Community Action Network  
Head Start  
Douglas County, Oregon  
Needs Assessment  
2023**



## Purpose and Method

As a federal Head Start/Early Head Start grantee, UCAN's Douglas County Head Start program prepares a comprehensive community needs assessment once every five years. We update the community assessment annually. We use the community assessment to regularly prepare plans for our program.

This assessment includes quantitative data from a wide variety of sources as well as qualitative data. Much of the quantitative data comes from state and federal government sources. The US Census Bureau is perhaps the most frequent source of data. In most cases, Census data cited in this assessment are five-year estimates. These estimates provide smaller margins of error, which is important when looking at data specific to Douglas County, which has a relatively small population.

Qualitative feedback has been collected from a number of key stakeholders. These include:

- Parents and guardians,
- Community partners, and
- Staff.

Each have taken part in surveys, and the results of these surveys have then been scored and tabulated.

Including the voices of parents, guardians and partners ensures that we are better able to develop effective programming that meets the many needs of the children and families we serve. This approach also supports more equitable outcomes for those we serve.

## EXECUTIVE SUMMARY

UCAN is a 501(c) (3) non-profit that provides comprehensive human services in both Douglas and Josephine Counties. UCAN has provided services for 54 years. UCAN's mission is: *Creating solutions to poverty, improving lives in our community*. UCAN's vision is that every Douglas and Josephine County resident has the resources and opportunities needed to reach their full social, civic, and economic potential, to be secure in their own lives and to be vital participants in their communities. Though UCAN now operates over a dozen separate social, health and early family programs in two counties, UCAN has offered Head Start programming in Douglas County since the early 1980s. In 2022-23, we had a total of 332 Head Start slots available, split between 17 center-based classes. Three hundred eighty-seven children enrolled in the program at some point during the year. This same year, eighty Early Head State slots were available. Forty of these slots were center-based, and forty were home-based. We had 116 children enrolled in Early Head Start during this time. Children attending our program were much more diverse than the local population of all children, with a much greater percentage of program children identifying as Hispanic/Latino than those countywide. We had 95 total staff operating the program, 28 of whom were teachers, 18 of whom were assistant teachers and four of whom were home visitors. Forty-three of this staff identified as White, while five identified as Hispanic/Latino. Staff were supported by 433 volunteers.

Our service area, Douglas County, lies just to the south of the heavily populated Willamette Valley, and has 11,716 residents spread over an area greater than the state of Connecticut. The major city and county seat, Roseburg sits in the middle of the County, with 23,939 residents. Most residents live in rural or frontier communities. Residents are on average much older than statewide. The population is not particularly diverse, with those identifying as Hispanic/Latino making up the largest minority group at a little over 6% of the population. Challenges experienced by a disproportionate number of local children and families include:

<b>POVERTY</b>	<b>FOOD INSECURITY/POOR NUTRITION</b>	<b>CHILD ABUSE, NEGLECT AND FOSTER CARE</b>
<b>FAMILIES LED BY SINGLE MOTHERS</b>	<b>PREGANCY BY TEENS AND SINGLE MOTHERS</b>	<b>LACK OF ANY CHILDCARE</b>
<b>POOR SCHOOL ACHIEVEMENT AND HIGH DROPOUT RATES</b>	<b>HIGH LEVELS OF ADVERSE CHILDHOOD EXPERIENCES</b>	<b>INCREASING LEVELS OF HOMELESSNESS</b>

Some of the strengths regarding the well-being of children and families include:

- Many mothers receiving adequate prenatal care,
- Many children covered by health insurance,
- Significant rate of children receiving immunizations on time,
- Tight collaboration between service providers meeting the needs of children and families,
- Comprehensive, local programs available to assist children and families,
- Major focus by local foundations on addressing the needs of children.

Challenges faced many in the County include:

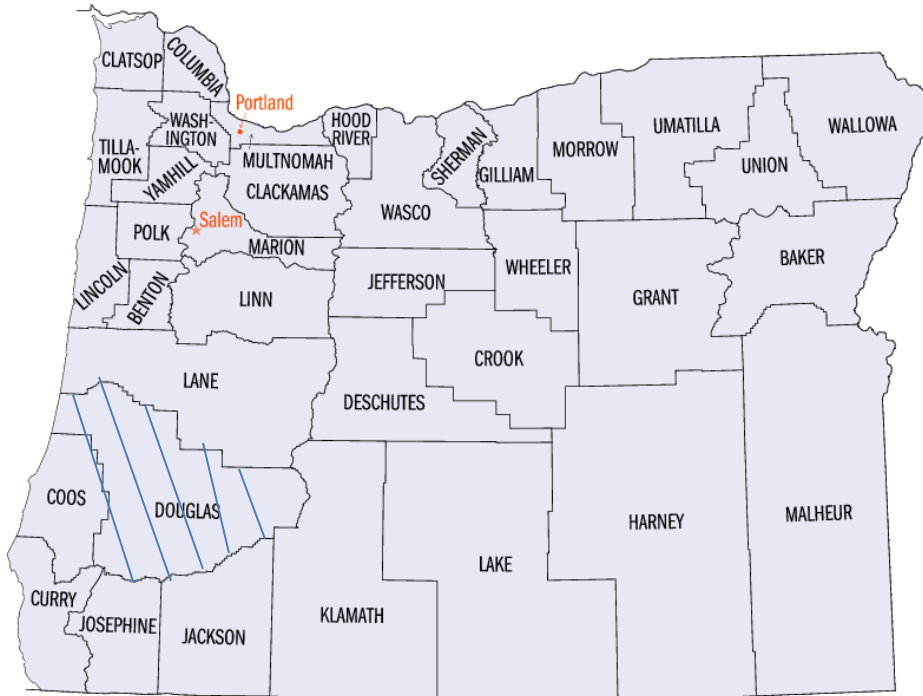
<b>LOW EARNINGS</b>	<b>RENT BURDEN</b>	<b>ENERGY BURDEN</b>
<b>POOR HEALTH</b>	<b>LACK OF TECHNOLOGY</b>	<b>LOW EDUCATIONAL ATTAINMENT</b>
<b>TRANSPORTATION BARRIERS</b>	<b>LACK OF HIGH PAYING JOBS</b>	<b>INFLATION OUTPACING EARNINGS</b>

Some community strengths include:

- Availability and use of income supports,
- Availability of support through faith-based communities,
- Historically low unemployment rates,
- Lower cost of housing than urban areas,
- Easy access to the outdoors, including parks and rivers,
- Relatively mild weather year-round.

# Oregon/Douglas County Overview

## Oregon



(U.S. Census American Community Survey map)

Douglas County is located in the southcentral portion of Oregon. Oregon is the 9<sup>th</sup> largest state in the United States.<sup>1</sup> The state is split into distinctive portions in the west and east by the Cascade Mountains, which rise to over 11,000 feet in elevation.<sup>2</sup> The Willamette River, the United States 19<sup>th</sup> largest by volume<sup>3</sup>, creates a unique region in the northwestern portion of the state. Most of the original settlers who migrated along the Oregon Trail settled in the Willamette River basin. Over the years, much of Oregon's population has remained concentrated in this valley. Of Oregon's 4,281,851 estimated residents, a little over two-thirds (2,918,237) reside in counties found here (Lane, Linn, Benton, Marion, Yamhill, Clackamas, Washington and Multnomah).<sup>4</sup> The Valley contains Oregon's three largest metropolitan areas, Portland, the state capitol Salem, and Eugene-Springfield. Much of the state's economic activity, its academic research centers (University of Oregon and Oregon State University), and major government offices are headquartered in the Willamette Valley.

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<sup>1</sup> United States Census Bureau.

<sup>2</sup> United States Geological Survey.

<sup>3</sup> United States Geological Survey.

<sup>4</sup> Portland State University, Population Research Center, 7/1/2022 estimate.

# Douglas County

## General Description



(Douglas County Planning Department)

Douglas County lies just south of the Willamette Valley, and encompasses 5,036 square miles (an area larger than Connecticut)<sup>5</sup>. The County extends from the Cascade Mountains at elevations of over 9,000 feet to sea level at the Pacific Ocean.<sup>6</sup> Most of the County is covered by rugged mountains that are heavily forested. The County encompasses the Umpqua River watershed, much of which flows through dramatic canyons and narrow valleys. Both the County's rugged terrain and federal landholdings limit development. The United States Forest Service and Bureau of Land Management administer more than 50% of the County's land.<sup>7</sup> These lands are not subject to local property taxes, greatly diminishing the local government's tax base.

<sup>5</sup> US Census Bureau.

<sup>6</sup>United States Geological Survey.

<sup>7</sup> Douglas County website: <https://www.co.douglas.or.us/overview.asp>.

Though Douglas County is larger than Connecticut, it only has 111,716 residents.<sup>8</sup> With few residents and a large area, Douglas County's population density is only 22.2 people per square mile.<sup>9</sup> Douglas County was one of a handful of Oregon counties that had a decrease in population this past year (-0.21%).<sup>10</sup> Roseburg, the Douglas County seat, is located approximately 70 miles south of the edge of the greater Eugene area. The next closest major urban area is Medford, a drive of over 1 ½ hours south. Douglas County residents generally conduct their daily activities within the County, rarely traveling to Oregon's metropolitan areas. Residents living near the County borders may travel to Eugene, Grants Pass, and North Bend/Coos Bay to obtain some services.

Many of Douglas County's residents live along the I-5 corridor which bisects the County from north to south. Central Douglas County is the region's most densely populated area, and includes the County's three most populous communities: Roseburg (23,939), Sutherlin (8,956) and Winston (5,679).<sup>11</sup> The most populous communities in southern Douglas County are Myrtle Creek, Riddle, Canyonville and Glendale with a combined population of 7,251.<sup>12</sup> Eastern Douglas County has no incorporated communities, but has a number of residents in unincorporated areas such as Glide. Drain and Yoncalla, with a combined 2,206 residents, are found in north Douglas County.<sup>13</sup> Reedsport is the single incorporated community in western Douglas County, with 4,324 residents.<sup>14</sup> A little over half of Douglas County's population lives in unincorporated areas.<sup>15</sup> Such areas are found adjacent to Roseburg as well as in the more rural portions of the County. The population of Douglas County is stable, and estimates are that it will continue to grow slowly in the near future.

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<sup>8</sup> Portland State University (PSU), Population Research Center, 2022 estimate.

<sup>9</sup> Calculated by dividing PSU 2022 population data into square mileage provided by US Census Bureau.

<sup>10</sup> PSU, Population Research Center, 2021-2022 estimates.

<sup>11</sup> PSU, Population Research Center, 2022 estimate.

<sup>12</sup> Ibid.

<sup>13</sup> Ibid.

<sup>14</sup> Ibid.

<sup>15</sup> Calculated using numbers from PSU, Population Research Center, 2022 estimates.

## Demographics

Like many rural regions in Oregon, the general population of the County is not very racially or ethnically diverse.

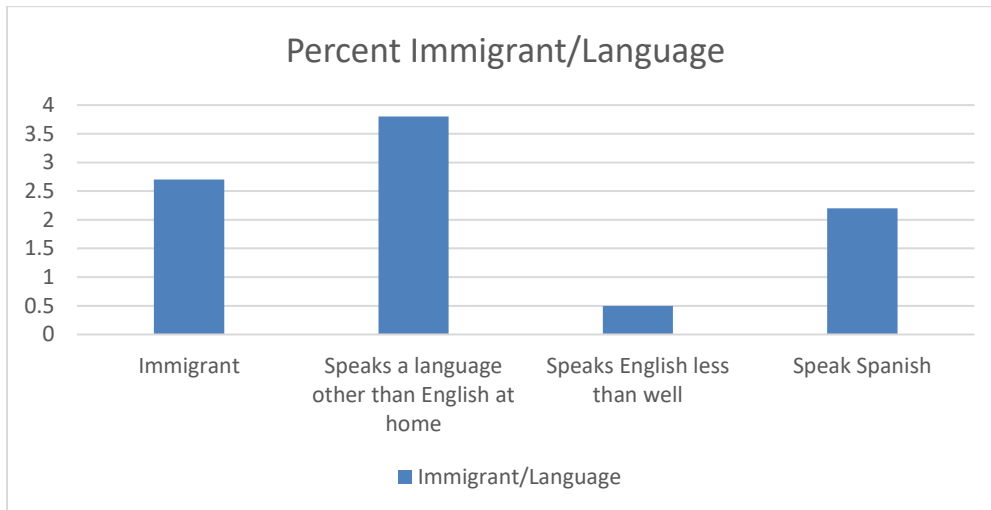
### Racial Diversity<sup>16</sup>

Race	Percentage of Population
<b>White</b>	90.2%
<b>African American</b>	0.3%
<b>Native American</b>	1.2%
<b>Asian</b>	0.9%
<b>Hawaiian/Native Islander</b>	0.1%
<b>Multi-Race</b>	6.6%
<b>Other</b>	1.0%

### Ethnic Diversity<sup>17</sup>

Ethnicity	Percentage of Population
<b>White alone, not Latino or Hispanic</b>	93.8%
<b>Latino</b>	6.2%

Douglas County has few immigrants, few residents speak a language other than English at home, and fewer have difficulty speaking English.<sup>18</sup> The most common language spoken other than English is Spanish.<sup>19</sup>



<sup>16</sup> US Census, American Community Survey, 2017-2021 Estimate.

<sup>17</sup> Ibid.

<sup>18</sup> Ibid.

<sup>19</sup> Ibid.



Douglas County’s median age is rising faster than in many parts of the state. Despite Douglas County’s increasing median age, many families with children make their homes in the County. 23.4% of County households are families with children ages 0-18.<sup>20</sup> The average family size is a little less countywide than statewide, likely reflecting the higher percentage of senior families.<sup>21</sup> 20,882 children ages 0-17 live in the County.<sup>22</sup> There are 6,743 children ages 0-5 living in the County.<sup>23</sup>

The table below shows the demographics by race/ethnicity for all children in the County:<sup>24</sup>

<b>Race/Ethnicity</b>	<b>Percentage</b>
<b>Hispanic</b>	10.3%
<b>Non-Hispanic White</b>	83.9%
<b>Non-Hispanic American Indian/Alaska Native</b>	2.5%
<b>Non-Hispanic Asian Or Pacific Islander</b>	1.7%
<b>Non-Hispanic Black Or African American</b>	1.6%

Though the County’s children are primarily Non-Hispanic, White, the percentage of children in all other categories exceeds those of similar categories for the overall population in the County. This is particularly true for Hispanic children. The region’s children are quite a bit more diverse than the region’s adults. Many of the children who identify as American Indian are members of the local Cow Creek Band of the Umpqua Indian Tribe, which has its headquarters in Roseburg, and many members living in South Douglas County.

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<sup>20</sup> US Census, American Community Survey, 2017-2021 Estimate.

<sup>21</sup> Ibid.

<sup>22</sup> Ibid.

<sup>23</sup> Annie E. Casey, Kids Count Data Center, 2020.

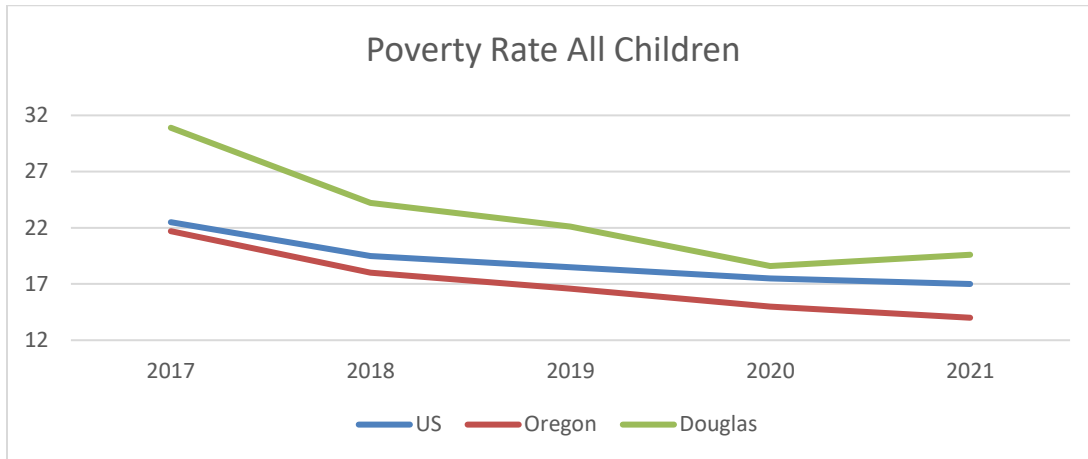
<sup>24</sup> Ibid.

## Challenges and Strengths Specific to Local Children

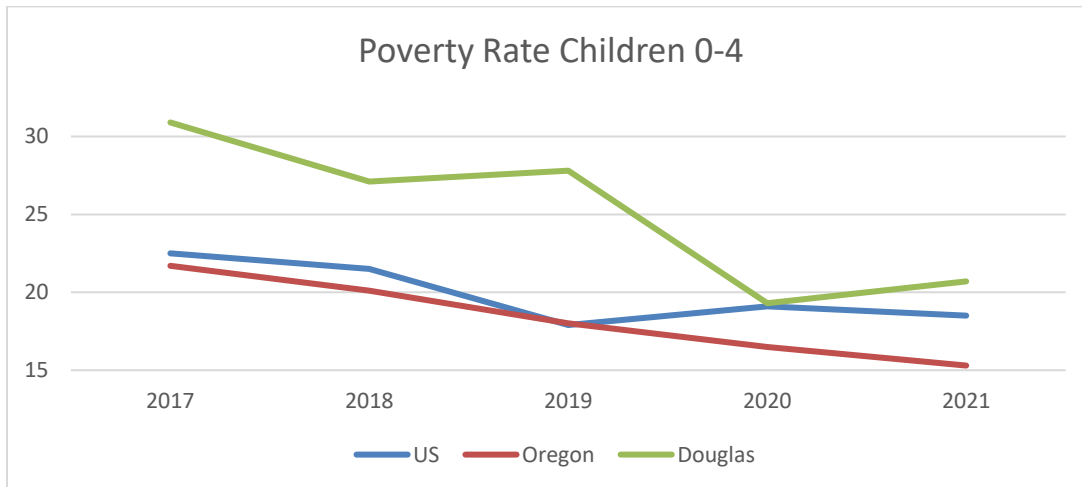
This section of the assessment examines community challenges and strengths directly connected to children in Douglas County.

### Poverty

The chart below shows the poverty rate for all children in the United States, Oregon, and Douglas County in the most recent five years as reported by the US Census:<sup>25</sup>



The next chart shows the poverty rates for children ages 0-4 in the most recent five years as reported by the US Census:<sup>26</sup>



As these charts show, between 2017 and 2020, poverty rates for all children and younger children were declining in the US, Oregon and the County. But in 2021, while the poverty rate for all children and younger children continued to decline nationally and

<sup>25</sup> US Census, American Community Survey, five-year estimates, 2017, 2018, 2019, 2020 and 2021.

<sup>26</sup> Ibid.

in Oregon, these rates increased in Douglas County. Throughout this period, the local rates of childhood poverty have been in excess of national and state rates, so the recent increase in local rates is concerning. The poverty rates for younger children have consistently been higher than that of all children, while childhood poverty rates in general have been higher than poverty rates for adults. 4,100 children in Douglas County live in poverty, of which 1,150 are under age five.<sup>27</sup> Based on this data, the estimated number of children qualifying for Head Start in Douglas County is about 1,000, as few of our Head Start children live above the federal poverty level.

Poverty rates also differ for different types of families having related children.<sup>28</sup> Looking at all families with related children, Douglas County’s poverty rate exceed Oregon’s rate, and the same is true of those led by married couples. Douglas County has far higher rates of families led by single women with related children living in poverty than the State. In this case, the County has over 1/3 of such families living in poverty.

<b>Report Area</b>	<b>Poverty Rate All Types of Families With a Related Child</b>	<b>Poverty Rate by Families Led by Married Couples With a Related Child</b>	<b>Poverty Rate of Families Led by Females Alone With a Related Child</b>
<b>Douglas County, OR</b>	16.9%	5.9%	<b>39.7%</b>
<b>Oregon</b>	12%	5.4%	30.7%

Local families living in poverty can be eligible for income supplements to improve their families’ financial situation. TANF provides direct cash assistance to some families living in poverty. In 2020, a monthly average of 1,417 children had families receiving such assistance.<sup>29</sup>

### Food and Nutrition

In 2021, 16.8% children were food insecure in Douglas County, exceeding the national and state percentages of 12.8% and 12.4%.<sup>30</sup> Overall, Douglas County had 3,630 food insecure children.<sup>31</sup> Child food insecurity is very concerning, because food insecure children are more likely to be hospitalized and face higher risks of having health conditions, repeating a grade in elementary school, experiencing developmental impairments in areas like language and motor skills, and having social and behavioral problems. The following table shows the percentage of students reporting that they

<sup>27</sup> US Census, American Community Survey, five-year estimate 2021.

<sup>28</sup> Ibid.

<sup>29</sup> Our Children Oregon, 2020

<sup>30</sup> Feeding America, 2021.

<sup>31</sup> Ibid.

were hungry because of the lack of food in various grades during the 30 days prior to taking the Oregon Student survey.<sup>32</sup>

Region	Never/Almost Never			Once a Week			2-3 Times a Week			Daily		
	6 <sup>th</sup>	8 <sup>th</sup>	11 <sup>th</sup>	6 <sup>th</sup>	8 <sup>th</sup>	11 <sup>th</sup>	6 <sup>th</sup>	8 <sup>th</sup>	11 <sup>th</sup>	6 <sup>th</sup>	8 <sup>th</sup>	11 <sup>th</sup>
<b>Douglas</b>	69.9	71.0	67.3	12.3	6.3	15.8	3.1	8.0	12	6.1	0.8	1.2

Over 25% of 6<sup>th</sup>, 8<sup>th</sup> and 11<sup>th</sup> graders reported experiencing hunger at times.

Poor nutrition also has major impacts on the overall well-being of children, and Douglas County children often do not eat enough healthy foods. A key indicator of poor nutrition is obesity, a result of eating inexpensive processed foods and foods high in sugars. The table below compares the percentage of obese students for 6<sup>th</sup>, 8<sup>th</sup> and 11<sup>th</sup> grade in the County and the State.<sup>33</sup>

Region	6 <sup>th</sup> Grade % Obese	8 <sup>th</sup> Grade % Obese	11 <sup>th</sup> Grade % Obese
<b>Douglas</b>	<b>19.1</b>	10.4	<b>25.4</b>
<b>Oregon</b>	13.2	13.5	15.3

Almost one in five 6<sup>th</sup> graders are obese according to their self-reported height and weight. Over 1 in 4 11<sup>th</sup> graders are obese.

84% of children in Douglas County are estimated to be eligible for federal nutrition programs.<sup>34</sup> As of 2019-2020, 59.7% of students in Douglas County schools were eligible for free or reduced lunches.<sup>35</sup> SNAP benefits allow low-income families to obtain free food. In 2020, a monthly average of 9,398 children had families receiving these benefits.<sup>36</sup>

Community Strengths: Douglas County has a network of 16 pantries and 9 community kitchens that last year provided free, emergency food to 48,747 unduplicated household members. United Community Action Network’s Feeding Umpqua Regional Food Bank has a mobile food pantry that serves remote County locations, including: Days Creek, Elkton, Camas Valley and Diamond Lake. UCAN’s WIC program also provides nutrition supports to families with children ages (0-6). The table below provides

<sup>32</sup> 2022 Oregon Student Health Surveys, Douglas County.

<sup>33</sup> Ibid.

<sup>34</sup> Ibid.

<sup>35</sup> Annie E. Casey, Kids Count Data Center, 2020.

<sup>36</sup> Our Children Oregon, 2020.

information about families with young children and pregnant women receiving nutritional supports through UCAN’s WIC program.<sup>37</sup>

<b>Metric</b>	<b>Local Data</b>
<b>WIC Overall Participation</b>	4,307 individuals
<b>% of Pregnant Women Served in WIC</b>	45%
<b>% of WIC moms breastfeeding exclusively for six months</b>	36%

## Child Welfare and Safety

The tables below summarize key indicators of child welfare for Douglas County for the year 2019:<sup>38</sup>

<b>Indicator</b>	<b>Douglas</b>	<b>Oregon</b>
Founded incidence of child abuse	302	N/A
Victim rate per 1,000	<b>19.4</b>	12.5
Children in foster care per 1,000	<b>13.9-3<sup>rd</sup> highest county rate</b>	6.4
Median months in foster care	19.2	21.3
Children served in home per 1,000	<b>5.5-2<sup>nd</sup> highest county rate</b>	1.4
Closed homes/new certifications	115 closed/78 new	N/A

Douglas County’s children face high rates of child abuse and foster care compared to statewide rates, though these rates fell in 2021. In a bit of good news, those in foster care locally are exiting out a little quicker than statewide. Children served in home remain in their families’ homes. Douglas County’s very high rate of children served in the home may indicate a shortage of needed foster families, but the rate could also indicate that more children are receiving extra services in the home through Oregon Department of Human Service’s programming, allowing families to remain together.

<sup>37</sup> 2023 County Health Rankings; 2022, County WIC Data Sheets.

<sup>38</sup> Oregon Department of Human Services, Child Welfare Data Book, 2021.

Domestic abuse is as much a threat to child safety as child abuse and neglect. A 2021 domestic violence report provides the number of offenses and arrests related to domestic violence by county.

The table below shows this data for counties with comparable numbers of people as Douglas County: <sup>39</sup>

County	Population	Offenses	Arrests
Umatilla	80,401	138	127
Josephine	88,695	626	406
Polk	90,593	142	37
Benton	95,954	125	124
Yamhill	108,993	553	227
<b>Douglas</b>	<b>111,716</b>	<b>128</b>	<b>62</b>
Linn	131,194	193	240

Of similarly populated counties, Douglas County has among the fewest offenses and arrests.

Strength: UCAN operates a Healthy Families home visiting program that prioritizes services to families who are at-risk for child abuse and neglect. This program strongly collaborates with other area early childhood programs, through a Community Uplift agreement.

### Family Status

The following table shows the percentage of children under six living in households with different mixtures of their own parents:<sup>40</sup>

Location	Married Parents	Single Mom	Single Dad
Oregon	77%	15.4%	7.6%
<b>Douglas County</b>	<b>62.6%</b>	<b>27.6%</b>	9.8%

The table shows that a greater percentage of children in Douglas County are living in households led by single parent in Douglas County than statewide. Over one in four children in Douglas County live with a single mother. This is a matter of significant concern, as single households led by mothers are far more likely to be living in poverty than either other type of household. In Douglas County, 10% of children are living in

<sup>39</sup>STATE OF OREGON REPORT OF Domestic Violence, 2021 Annual Report.

<sup>40</sup> US Census, American Community Survey, five-year estimate 2017-2021.

their grandparent’s home, while in Oregon, only 6.2% are.<sup>41</sup> This suggests that a higher percentage of children Douglas County are being raised in households where their caretakers may struggle to meet their children’s needs than children statewide. About ½ of all adults are married in both Oregon and Douglas County, while about 13-14% are divorced.<sup>42</sup> Both Douglas County and Oregon have relatively few widowers among adults that are of an age to parent children and few separated individuals. A far greater percentage of individuals in Oregon (32%) have never married than in Douglas County (25%).<sup>43</sup>

### Pregnancies

Pregnancies by unmarried mothers are a potential area of concern in Douglas County, especially because the poverty rate is so much higher for households headed by women. Some of these pregnancies may be to older single women with substantial resources who simply have decided that they would like to have a child without marrying. Others may be to couples who have chosen not to marry, but have resources and/or have made a significant commitment to raising the children together. But far more of these pregnancies are among young women who lack resources and a partner, leaving the family at-risk for poor outcomes. In Douglas County, 47.4% of births in 2021 were to unmarried women.<sup>44</sup> This percentage is significantly greater than the state rate (38.5%).<sup>45</sup> The rate of teenage pregnancy in Douglas County was also comparatively high, with a rate of 4.3 per thousand in Douglas County (far in excess of the state rate of 2.6).<sup>46</sup>

### Childcare

The availability of childcare impacts both general family well-being and the ability of parents to work. The table that follows shows the number of providers of childcare and available slots for childcare for different ages of children.<sup>47</sup>

Age Range	Douglas County Providers	Douglas County Slots
0-2	66	629
3-5	95	1365
6-12	56	651

<sup>41</sup> US Census, American Community Survey, five-year estimate 2017-2021.

<sup>42</sup> Ibid.

<sup>43</sup> US Census, American Community Survey, five-year estimate 2021.

<sup>44</sup> Ibid.

<sup>45</sup> Ibid.

<sup>46</sup> Oregon Teen Pregnancy Data, April 2022-March 2023.

<sup>47</sup> 2020 Estimated Supply of Child Care and Early Education Programs in Oregon, Oregon Child Care Research Partnership at Oregon State University.

The next table shows the percentage of children of various ages in Douglas County and statewide that have access to available childcare<sup>48</sup>:

Age Range	Douglas County %	Oregon %
0-2	19%	15%
3-5	42%	42%
6-12	8%	17%
Any Age	18%	23%

Though Douglas County has a lesser percentage of children able to access childcare than those statewide, the percentage with access who are ages 0-5 is comparable between the County and the state. Childcare deserts are areas with more than three children for every regulated childcare slot.<sup>49</sup> Extreme deserts are defined as having ten or more children for every regulated childcare slot.<sup>50</sup> For children ages 0-2, Douglas County as a whole is classified as a extreme childcare desert.<sup>51</sup> Douglas County's status shifted between 2020 from a desert to an extreme desert, likely due to the Pandemic.<sup>52</sup> For children ages 3-5, Douglas County is a childcare desert.<sup>53</sup> More rural parts of the County have few if any providers of care.<sup>54</sup> Oregon State University's interactive childcare map shows that communities outside the I-5 corridor in Douglas County have few if any childcare providers.<sup>55</sup> The following is a map showing the location of providers in Douglas County (I-5 runs through the center of the map).

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<sup>48</sup> 2020 Estimated Supply of Child Care and Early Education Programs in Oregon, Oregon Child Care Research Partnership at Oregon State University..

<sup>49</sup> Megan Pratt and Michaella Sektnan. Oregon's Child Care Deserts 2022: Mapping Supply by Age Group and Percentage of Publicly Funded Slots. Oregon State University, College of Public Health and Human Sciences. May 2023.

<sup>50</sup> Ibid.

<sup>51</sup> Ibid.

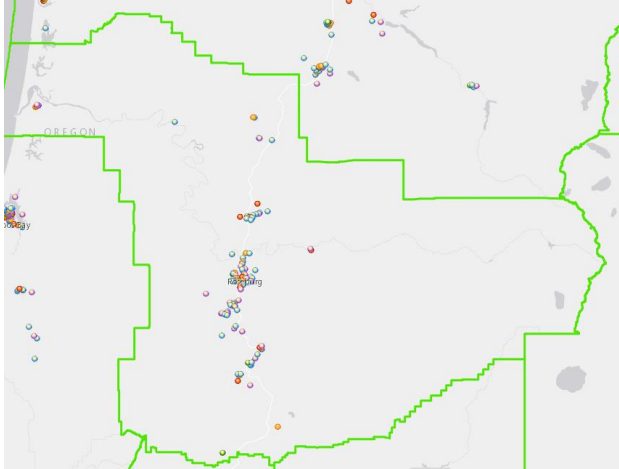
<sup>52</sup> Ibid.

<sup>53</sup> Megan Pratt and Michaella Sektnan. Oregon's Child Care Deserts 2022: Mapping Supply by Age Group and Percentage of Publicly Funded Slots. Oregon State University, College of Public Health and Human Sciences. May 2023.

<sup>54</sup> Ibid.

<sup>55</sup> <http://geo.maps.arcgis.com/apps/webappviewer/index.html?id=5242e1c28751484fa5887c4767bf6a79>





The median price for childcare for toddlers in Douglas was \$7,560. Parents earning minimum wage needed to spend at or over approximately 1/3 of their annual wage for one child’s care in the County. Given that many families with minimum wage earners are already paying ½ of their take home pay for rent in Douglas County, most of these families cannot afford to pay a significant portion for childcare as well. A number of children obtain childcare because their parents work, and their families receive ERDC (Employment Related Day Care) childcare subsidies. In Douglas County, an average of 242 children benefit from this program.

The percentage of children ages 3-4 enrolled in school is shown below for the nation, Oregon and Douglas County.<sup>56</sup>

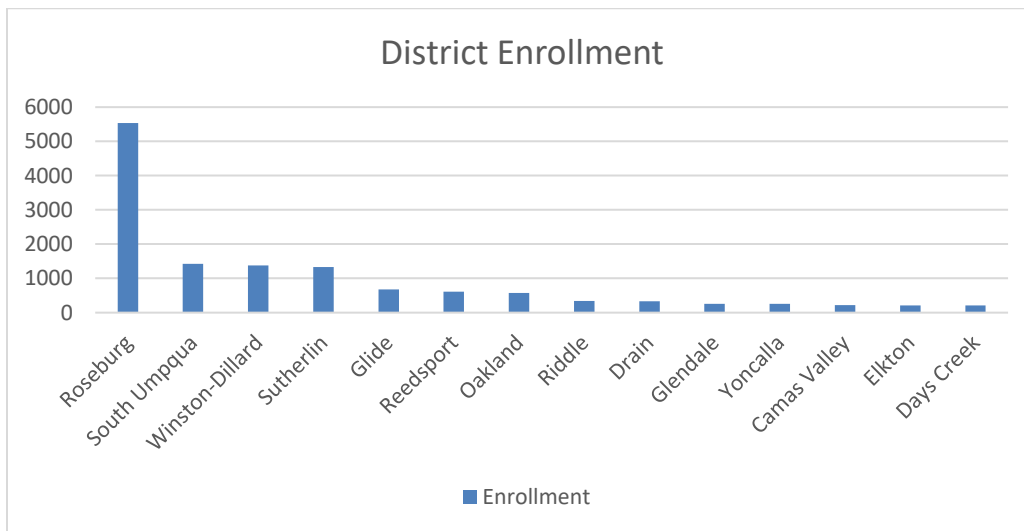
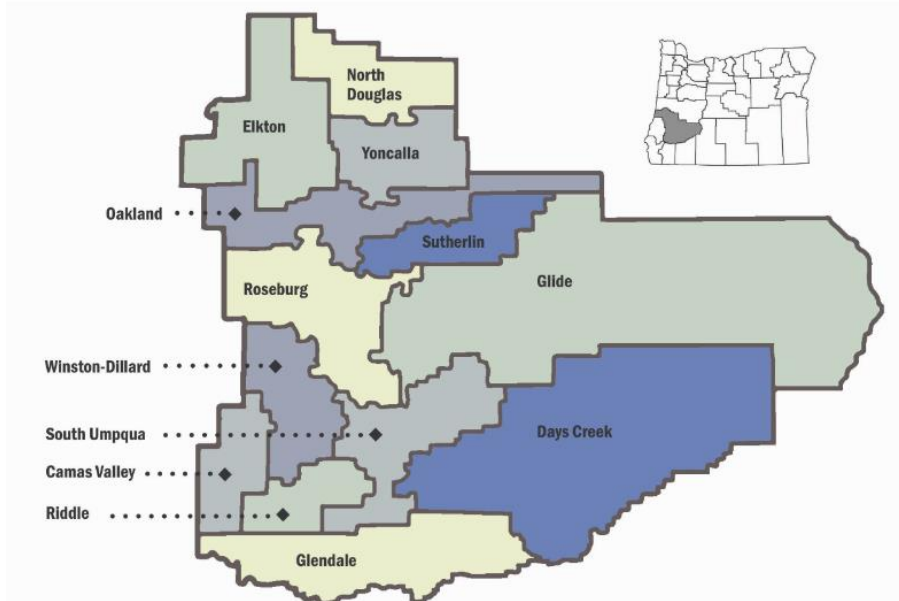
Region	Percent of 3-4 year old enrolled in school (public or private)
United States	47.3%
Oregon	44.4%
Douglas County	53.4%

A higher percentage of children in Douglas County ages 3-4 are enrolled in school as compared to the state and nation, with over half enrolled in pre-schools.

<sup>56</sup> US Census, American Community Survey, 2017-2021 5-year estimate.

## Education

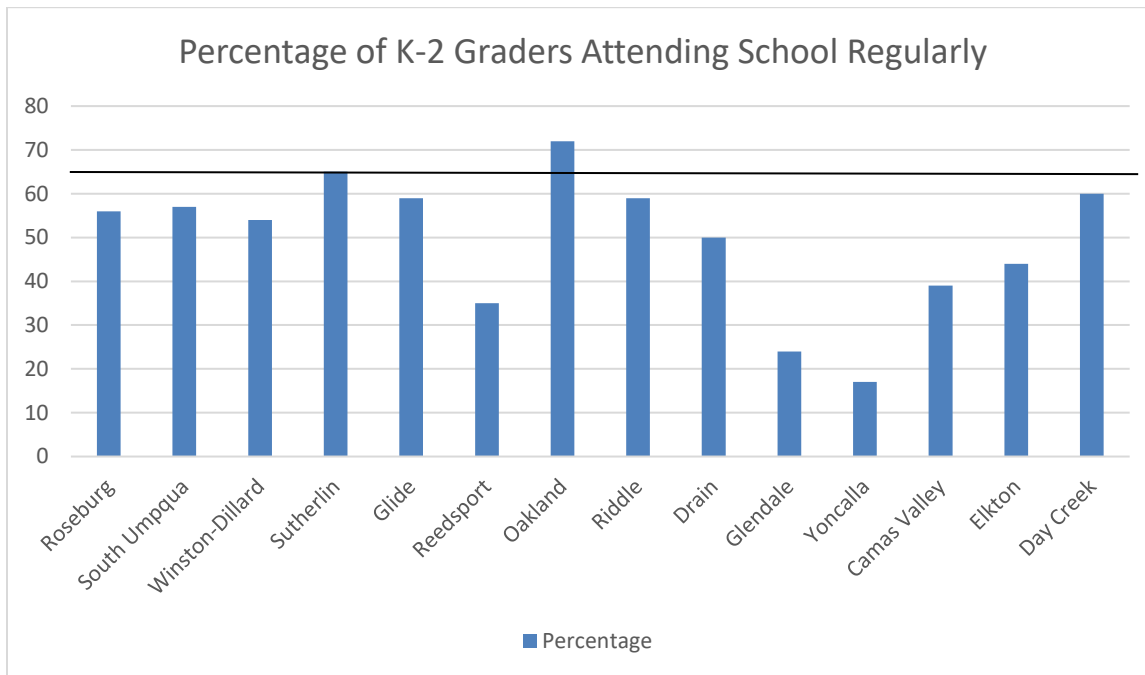
Douglas County has numerous school districts countywide. A number of these districts are relatively small, with a single elementary school, middle school and high school. Others are much larger, with thousands of students.<sup>57</sup> One district is located outside of UCAN's Douglas County Head Start service area (Reedsport).



This section of the assessment examines the following by district: K-2 regular attenders, grade 3 English language arts performance, grade 8 math performance, grade 9 students on-track to graduate, grade 12 students graduating with their cohort (4-year

<sup>57</sup> Oregon Department of Education, 2021-2022, School Report Cards.

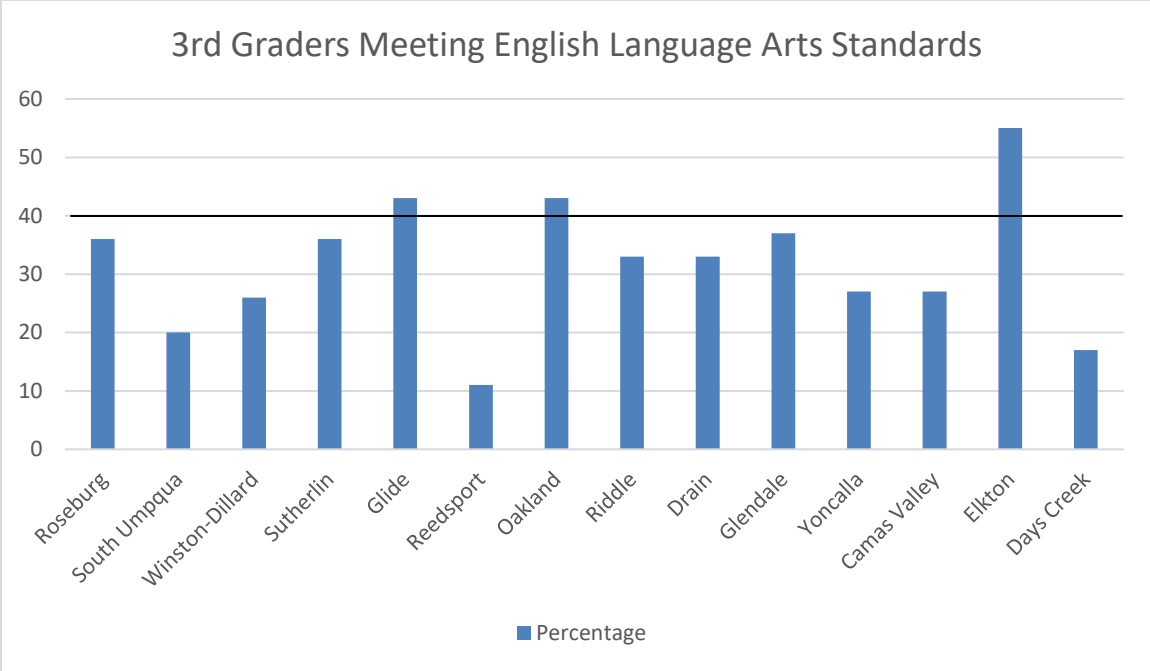
graduation rate), grade 12 students graduating within five years, dropout rates and percentage of students going on to post-secondary school.<sup>58</sup> The assessment shows the Oregon state average for each metric as a dark line in each chart.



Regular attenders are those K-2<sup>nd</sup> grade students attending class at least 90% of the time. The Oregon Department of Education identifies these students as those getting off to a strong start. Those with 10% or more absences in a year (chronic absenteeism) miss critical instruction time and are at the greatest risk of falling behind and dropping out of school.<sup>59</sup> The Oakland school district is the only district exceeding the state average for K-2 regular attenders, and the Sutherlin school district equals the state average. Several districts have less than 50% of K-2 students regularly attending classes, with Reedsport, Glendale and Yoncalla school districts struggling the most in this area.

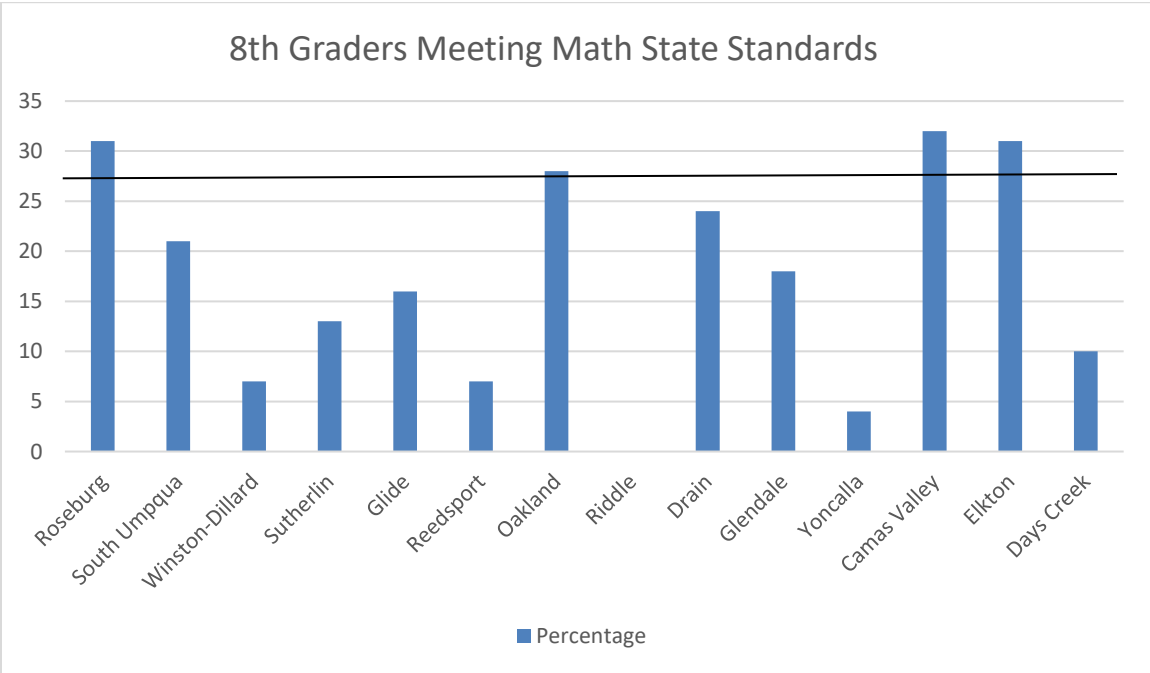
<sup>58</sup> Oregon Department of Education, 2021-2022, School Report Cards.

<sup>59</sup> University of Delaware, Center for Research in Education and Social Policy, Chronic Absenteeism and its Impact on Achievement, June 2018.



Only three districts exceed the state average for this language arts performance metric (with a very high percentage from Elkton School District). Many have lesser rates than the state average, with several at or below 25% meeting the standards.<sup>60</sup>

The next table shows the percentage of students meeting 8<sup>th</sup> grade math standards:<sup>61</sup>

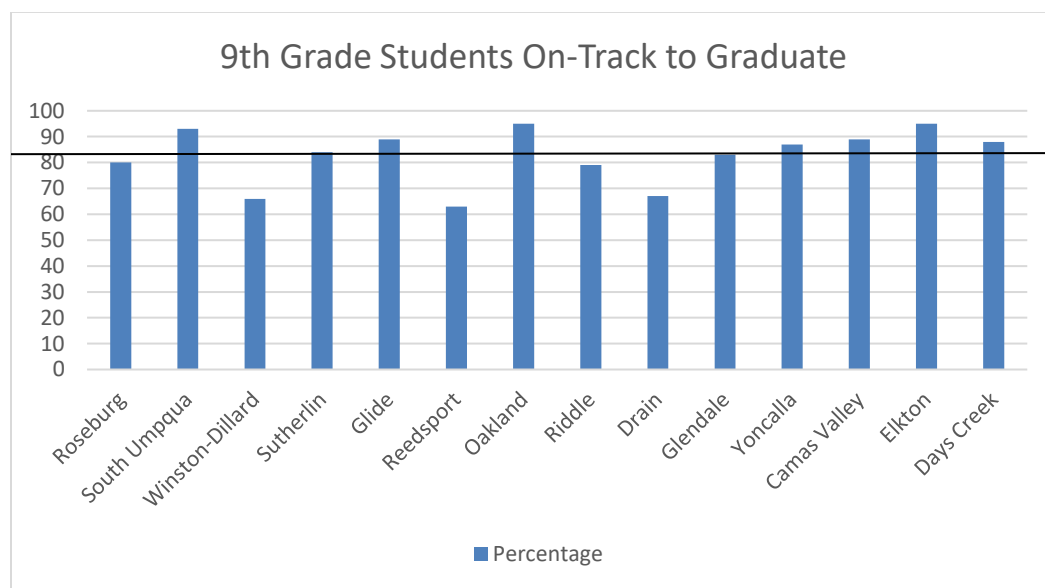


<sup>60</sup> Oregon Department of Education, 2021-2022, School Report Cards.

<sup>61</sup> Ibid.

Four districts exceed the state average for 8<sup>th</sup> graders meeting state math standards, including, Roseburg, the largest district in the County. But a number of schools are struggling to provide adequate math education, with several having percentages of 8<sup>th</sup> graders meeting state math standards at or below 10% (data is missing for Riddle). Districts having the best combined percentages meeting the state percentage for both the English language arts and math performance metrics include Roseburg, Oakland and Elkton. Districts struggling to meet both metrics include Winston-Dillard, Reedsport and Yoncalla.

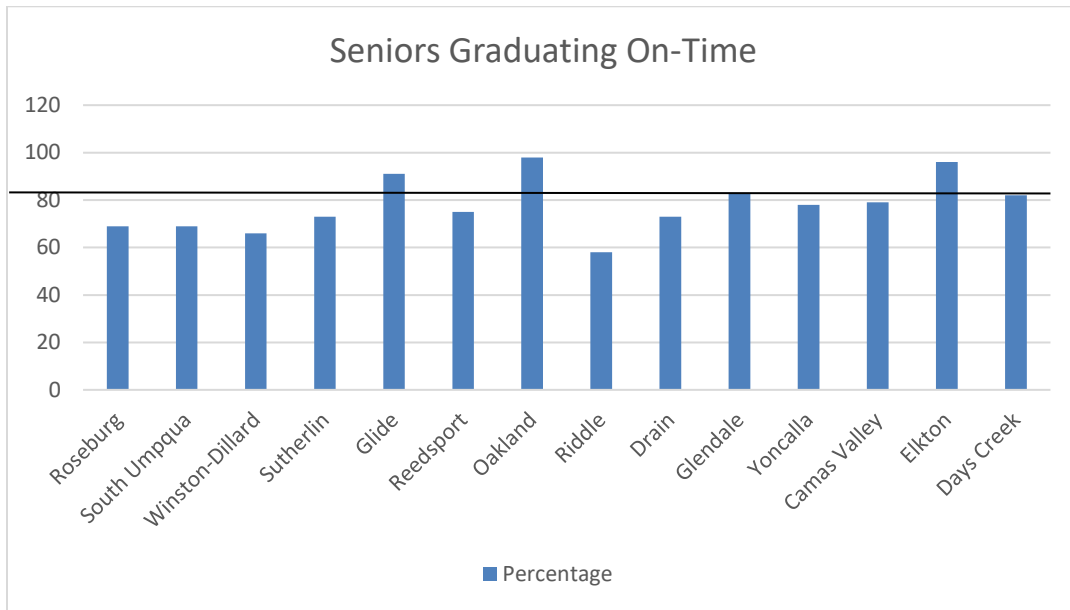
Two of ODE’s metrics are related to graduation, one focused on whether students are on-track to graduate and the other on whether students graduate on time. The following chart shows the percentage of 9<sup>th</sup> grade students by district that are on-track for graduation:<sup>62</sup>



Most of the local districts are doing a good job of ensuring their freshmen are on track to graduate, with over half exceeding the state average.

<sup>62</sup> Oregon Department of Education, 2021-2022, School Report Cards.

The chart below shows how these same districts stack up against the state average for on time graduation.<sup>63</sup>



Fewer districts have percentages of seniors graduating on time as compared to the state average, compared with districts having percentages above the state average for students on-track to graduate. The larger districts in South County, South Umpqua, Winston-Dillard and Riddle each have the lowest percentage of students graduating on time.

ODE maintains four- and five-year cohort graduation data by county. This assessment examines the five-year rate, as it may serve to better reflect the success schools have had with certain groups of students, such as students with disabilities, English learners, and students whose education was interrupted. Graduation directly correlates with improved economic opportunity, with those graduating earning more than those who do not and being employed at higher rates than those that do not.<sup>64</sup> For school year 2021-2022, the five-year cohort graduation rate for Douglas County schools was the fifth lowest statewide at 76.7%.<sup>65</sup> Turning to dropout rates, Douglas County had the 3<sup>rd</sup> highest rate in the state.<sup>66</sup> So even taking into account students spending more than four years in high school, County school districts are struggling to have these students graduate.

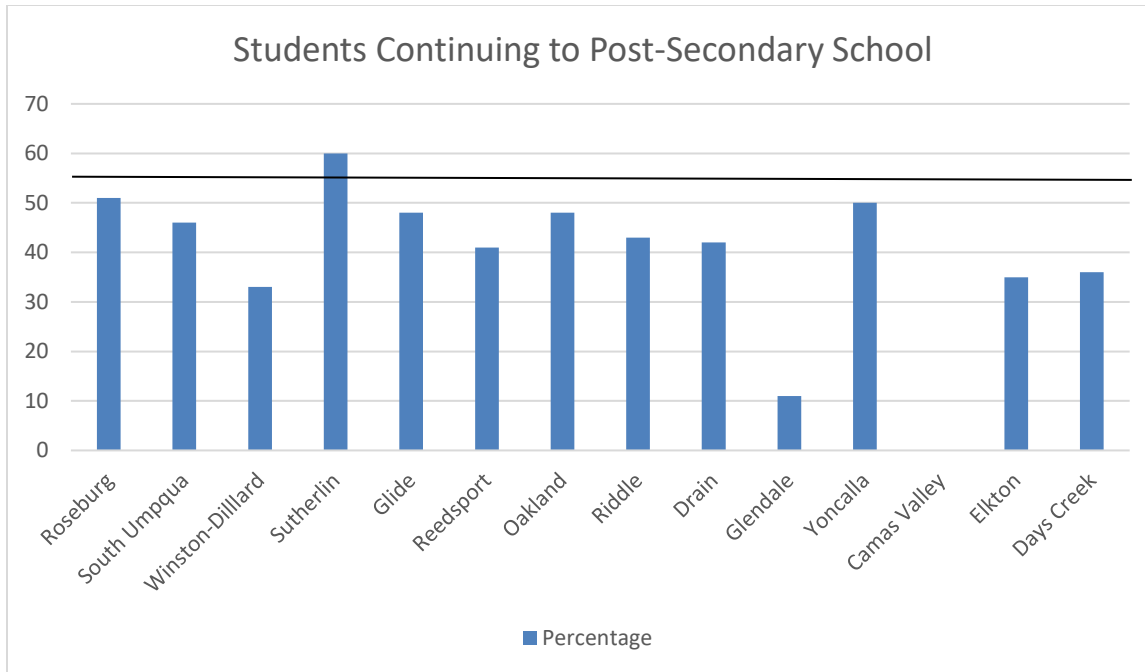
<sup>63</sup> Oregon Department of Education, 2021-2022, School Report Cards.

<sup>64</sup> Trends in High School Dropout and Completion Rates in the United States: 2018, US Department of Education, National Center on Educational Statistics, December, 2018.

<sup>65</sup> Oregon Department of Education, cohort graduation rates by county, 2021-2022.

<sup>66</sup> Oregon Department of Education, drop out/push out rates by county, 2021-2022

The State maintains data on the rates of students going on to post-secondary school by district high school. The chart below provides the percentages of students who enrolled in post-secondary school within 16 months after graduation from school in 2019-2020 by school district.<sup>67</sup>



The statewide average for continuing school after high school is 56%. Only one school district had a greater percentage of students going to post-secondary school than statewide (Sutherlin). Aside from Roseburg High School and Yoncalla High School, no other district high school had 50% of its graduates going on to post-secondary education within 16 months of graduating (data is missing for Camas Valley). One of the largest high schools, Douglas High School in Winston, only had one in three graduates go on to post-secondary school in this time frame. All in all, local districts experience a significant decrease in the percentage of students on-track to graduate in 9<sup>th</sup> grade, to those who graduate in four years as seniors, and from that percentage to those who go on to post-secondary school within 16 months of graduation. Looking at the various metrics related to graduation and post-secondary education, the Oakland School District north of Roseburg, with over 500 students, is the highest performing district in the County. Three South County districts have particularly large decreases between the percentage of freshman on-track to graduate and those going on to post-secondary education: South Umpqua, Winston-Dillard and Glendale.

<sup>67</sup> Oregon Department of Education, School Report Cards, 2021-2022.

## Health and Well-Being of Children

The health of children is impacted by actions that start before birth. In Douglas County, the percentage of mothers receiving adequate prenatal care as opposed to the percentage with inadequate care was virtually the same as statewide (94.1%-adequate; 5.9%-inadequate).<sup>68</sup> This data indicates that access to and participation in prenatal care is a strength countywide. Another strength is reflected in the rate of low birthweight infants, with Douglas County having a lower rate than the statewide rate.<sup>69</sup> There were five fetal deaths in the County in 2021.<sup>70</sup> A relatively high percentage of County children have their immunizations (71%) and few children lack health insurance (4.1%). Of concern is that 33.8% of local children have had past dental needs, and 26.8% have unmet mental health needs.<sup>71</sup> The latter percentage far exceeds the percentage having unmet mental health needs statewide.

Researchers have determined that certain potentially traumatic events experienced by children, termed Adverse Childhood Experiences (or ACEs), can lead to long-term negative consequences in children that experience them.<sup>72</sup> The more ACEs a child experiences, the greater the negative consequences.<sup>73</sup> Since 2019, the Oregon Health Authority has collected a set of data at the state and county-level, known as child health complexity data. This data examines both children's medical and social complexity. Social complexity includes an analysis of a number of issues that are similar to those examined using the ACEs model, such as family poverty, whether a child has a parent who has passed away, whether the child has a parent suffering from a mental illness, whether the child has a parent with a substance abuse disorder, whether the child has an incarcerated parent, and whether the child has a parent with a disability. Because of the similarity between this data and ACEs data, social complexity data may be useful in examining child wellness in Douglas County as it compares to wellness statewide and in other counties.

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<sup>68</sup> Oregon Birth Data, Oregon Health Authority, 2021.

<sup>69</sup> Ibid.

<sup>70</sup> Oregon Fetal Death Data, Oregon Health Authority, 2021.

<sup>71</sup> Our Children Oregon, Kids Count Oregon, 2020.

<sup>72</sup> <https://www.ncbi.nlm.nih.gov/pmc/articles/PMC4090696/>

<sup>73</sup> Ibid.



The table below identifies the percentage of children ages (0-20) experiencing the twelve social complexity factors in Douglas County and Oregon.<sup>74</sup>

Factor	Oregon	Douglas
Poverty (Child)	37.0%	45.5%
Poverty (Adult)	32.3%	44.5%
Foster Care	11.4%	16.6%
Parental Death	1.9%	2.9%
Parental Incarceration	20.7%	24.9%
Mental Health (Child)	38.2%	40.7%
Mental Health (Adult)	41%	54.6%
Substance Abuse Disorder (Child)	2.9%	3.7%
Substance Abuse Disorder (Adult)	29%	33.2%
Child Abuse and Neglect	7.6%	10.3%
Potential Language Barrier	15.5%	2.5%
Parent with Disability	4.6%	6.8%

The data show that except for potential language barrier (which is included because of its potential importance in interfering with immediate access to healthcare), Douglas County has a higher percentage of children for all other social complexity categories than statewide. This is especially true for poverty of either a child or their parent, and for mental health issues of adults. All in all, the percentage of Douglas County children with 3 or more complexity factors is 47.9% as compared to the statewide percentage of 38.2%. This data indicates the likelihood that a greater percentage of County children have long-term negative impacts brought on by social issues than the percentage of children statewide.

### Homelessness

Children lacking homes are categorically eligible for Head Start services. These children have especially precarious lives, moving location constantly. Between 2021 and 2022, local children experienced a sharp increase in homelessness. Based on PIT counts, which typically undercount homeless numbers, as they are done on a single day during the time of year with the worst weather, the number of homeless children in Douglas County increased from 58 to 110.<sup>75</sup> This near doubling of the local child homeless population coincided with sharply increasing rents, costs which have continued to rise in 2023. Up until recently, the primary local shelter that accepted families required fathers to live separately from mothers and their children. Some families refused to be separated to obtain this shelter.

<sup>74</sup> Health Complexity in Children, OHA, OPIP and DHS, March 2023.

<sup>75</sup> Douglas County PIT Counts, 2021-2022.

Strength: The City of Roseburg has built a new 24-hour shelter, the first of its kind in the County. When this shelter reaches full capacity, it will offer 30 beds in congregate shelter, and 10 pallets with two beds each. The pallets are available for parents with children. An array of social services are available at this shelter.

## Community Challenges

The data examined in the previous section focused specifically on children and their families. But children are also impacted by challenges that their communities face as a whole.

*A substantial body of social science research finds that growing up in disinvested, distressed, or socially and economically isolated neighborhoods is associated with an increased risk of many adverse outcomes for children, including school failure, poor health, victimization, delinquency, teen child-bearing, and youth unemployment.<sup>76</sup>*

This section of the assessment examines many of the same topics reviewed above, but in this case, evaluates data for everyone living in Douglas County.

### Poverty

The federal poverty level (FPL) is still the most common measure used to determine poverty in communities. The government developed the formula to calculate this standard in the 1960s, and based the calculation on the percentage of income roughly needed to meet the cost of food. Since that time, other basic needs costs, such as housing, have risen more rapidly than food, so even with inflation, food costs now make up a much smaller portion of daily expenses. Another major issue with using the FPL as the sole measure of poverty is that the level does not take into account differences in the cost of living in different areas of the country. The median value of housing in Oregon, for example, has recently soared and is now \$250,000 above that of Mississippi.<sup>77</sup> A gallon of gas in Oregon currently costs a dollar more than in many other states.<sup>78</sup> The FPL also fails to include income supplements provided by the government, like TANF (formerly known as welfare). In general, many believe the FPL rate significantly undercounts those who cannot meet their basic needs, and alternative approaches are being developed.

One approach is the use of living wage calculations, which take into account geographic differences and a variety of basic needs expenses. A living wage calculator developed by the Massachusetts Institute of Technology (MIT) provides living hourly wages

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<sup>76</sup> Brooks-Gunn, J., Duncan, G. J., & Aber, J. L. (1997). Neighborhood poverty: Context and consequences for children. New York: Russell Sage; Ellen, I. G., Mijanovich, T., & Dillman, K. (2001). Neighborhood effects on health: Exploring the links and assessing the evidence. *Journal of Urban Affairs*, 23(3/4), 391–408; Leventhal, T., & Brooks-Gunn, J. (2000). The neighborhoods they live in: The effects of neighborhood residence on child and adolescent. *Psychological Bulletin*, 126(2), 309–337.

<sup>77</sup> US Census, American Community Survey, 2017-2021 estimate.

<sup>78</sup> <https://gasprices.aaa.com/state-gas-price-averages/>

required by families to meet their needs, based on family size.<sup>79</sup> Data from MIT shows how inadequate the FPL is as a measure of poverty. For example, MIT's living wage calculator indicates that in Douglas County, Oregon, a family with one adult and one child would need to earn over \$35.54/hour to meet basic needs (up over a \$1 in the past year).<sup>80</sup> Yet a family in this situation making \$8.80/hour or more would be living above the FPL, clearly well below what is needed to meet basic needs. One of the major reasons for the large discrepancy between the living wage and the poverty wage in this case is the assumption that such a family would need to pay for childcare for their child, a cost not taken into account by the federal poverty measure. Unfortunately, data for the percentages of people living below living wage in a community are not readily available. To best analyze poverty within a community, a recent report suggests looking at poverty multi-dimensionally.<sup>81</sup> This portion of the assessment attempts to look at poverty in this way. Dimensions of poverty addressed in this portion of the assessment include: General Poverty Information, Housing, Home Comfort, Health, Food/Nutrition, Transportation, Education and Economic Well-Being/Jobs.

Until a better measure of poverty is made available, the federal poverty level remains the primary measure of poverty. The assessment examines local federal poverty rates by:

- Overall population,
- Gender,
- Household type,
- Race,
- Ethnicity,
- Overall change,
- Seniors

The Census Bureau collects poverty data from both Small Area Income Poverty Estimates and from the American Community Survey five year estimates (ACS). The two sets of figures differ. As the ACS estimate is based on five year's data, it is used in this report.

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<sup>79</sup> <http://www.livingwage.mit.edu>

<sup>80</sup> Ibid.

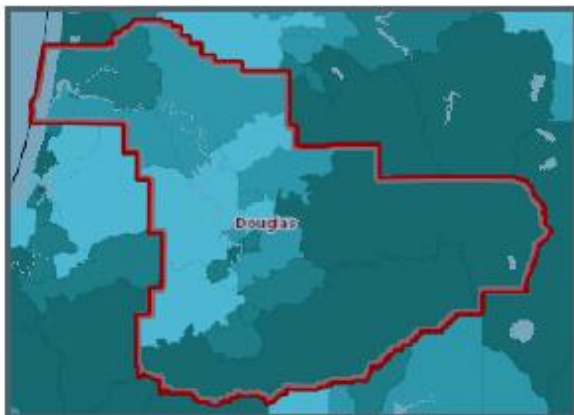
<sup>81</sup> Torgerson, M. *Measuring Community Action Program Impacts on Multi-Dimensional Poverty*, Oregon State University, March 2017.

The table below depicts estimated poverty rates at 100%, 200% and 300% of federal poverty levels for all people living in Douglas County and the State of Oregon.<sup>82</sup> The percentage living at higher percentages of the FPL are included because, as has been stated, the FPL severely undercounts the number of people having difficulty meeting their basic needs.

<b>Location</b>	<b>100% Federal Poverty Level</b>	<b>200% Federal Poverty Level</b>	<b>300% Federal Poverty Level</b>
<b>Douglas County, OR</b>	<b>13.8%</b>	<b>35.5%</b>	<b>55.6%</b>
<b>Oregon</b>	12.1%	28.7%	44.9%

Of particular interest is the increased difference in Douglas County’s poverty rates as compared to Oregon’s as the percentage of FPL increases. At 100% FPL, the County exceeds the percentage of the state living in poverty, but not dramatically. But as a higher percentage of the FPL is considered, the economic disparity between those living locally and those living statewide becomes more stark. The reality is that far greater percentages of Douglas County’s residents are struggling to make ends meet than statewide. Somewhere between one-third and one-half of local County residents are likely experiencing this situation.

By examining poverty rates by census tract, one can determine particular county areas with particularly high household poverty rates. Below, household poverty rates are mapped by Douglas County census tract.<sup>83</sup> The darker shaded areas have higher poverty rates.



<sup>82</sup> US Census, American Community Survey, 2017-2021 estimate.

<sup>83</sup> Ibid.

Portions of the County with higher poverty rates (15-20% and over) include all of eastern Douglas County, all of southern Douglas County, the area around Reedsport, and portions of Roseburg. Poverty rates differ by gender in Douglas County and in the State. In both locations, women are more likely to be living in poverty than men. This can be seen in the table below:<sup>84</sup>

Report Area	Percent Male	Percent Female
Douglas County, OR	12.7%	14.9%
Oregon	11.3%	12.9%

With Douglas County having so few Black, Native American/Alaska Native, Asian, or Native Hawaiian/Pacific Islander residents, the only meaningful estimates of poverty by race (given the margin of error in estimates) are probably that of those identifying as White and those identifying as having multiple races. Statewide and in Douglas County, the poverty rates for people identifying as having multiple races is higher than those identifying as White.<sup>85</sup>

Report Area	White	Multiple Race
Douglas County	13.5%	17.0%
Oregon	11.3%	14.2%

The US Census has a relatively small margin of error in estimating percentages living in poverty for Hispanic/Latinos, so examining these rates is also useful. The table below has poverty rates for those identifying as Hispanic/Latino in Douglas County and the State versus those not identifying in this manner.<sup>86</sup>

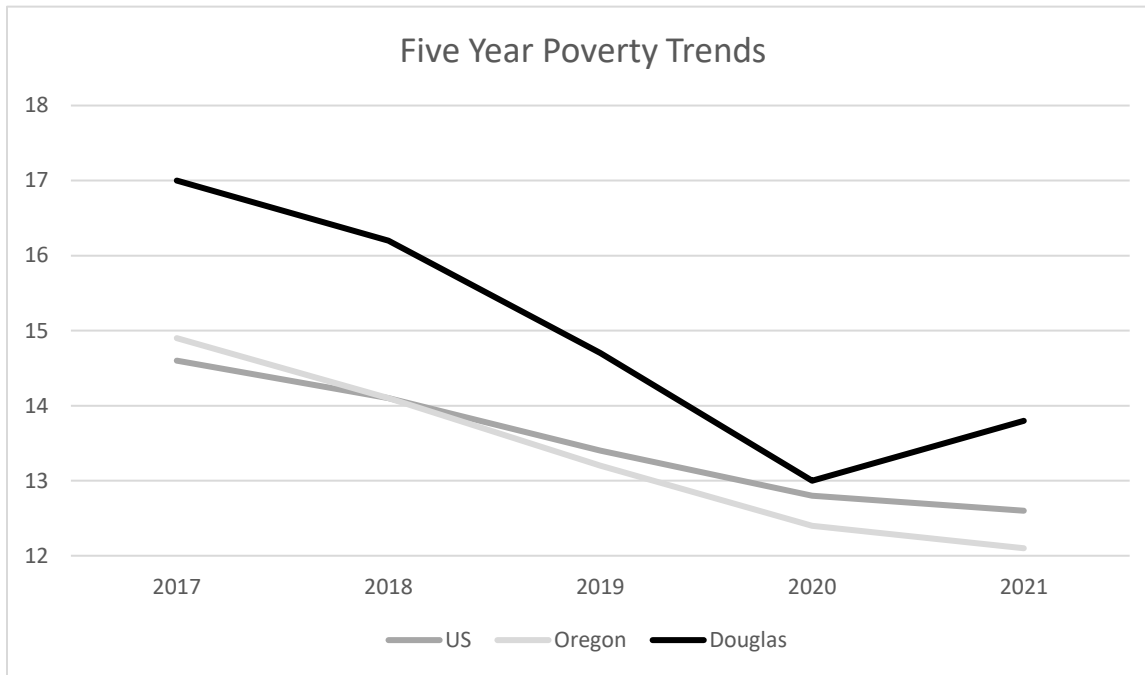
Report Area	Percent Hispanic / Latino	Percent Not Hispanic / Latino
Douglas County, OR	16.6%	13.3%
Oregon	16%	10.8%

<sup>84</sup> US Census, American Community Survey, 2017-2021 estimate.

<sup>85</sup> Ibid.

<sup>86</sup> Ibid.

There is a higher rate of those identifying as Hispanic/Latino than those who do not living in poverty in both areas, and this difference has been consistent over the years. Overall poverty rates for all geographies had been dropping since the Great Recession of 2009. But as with child poverty rates, with the continuation of the Pandemic in 2021, that trend reversed for Douglas County, while continuing for Oregon and the United States. Measures taken by federal and local governments may well have blunted the Pandemic’s initial impact on poverty. But if so, the impact of those measures already was waning locally while the Pandemic continued. The line graph below shows trends in overall poverty rates.<sup>87</sup>



Seniors in both counties have relatively lower poverty rates than other individuals.<sup>88</sup>

Region	Overall Poverty Rate	Senior Poverty Rate
Douglas County, OR	13.8%	8.5%
Oregon	12.1%	8.5%

These figures suggest that seniors are generally doing better financially than other age groups in the County. Douglas County is a popular place for both in-state and out-of-state retirees, as taxes are very low in the area and the climate is warmer and drier than the Willamette Valley. Though there are many relatively well-off seniors locally, substantial numbers of local seniors lost jobs during the timber industry’s contraction, have not been able to regain living wage employment, and have not been able to

<sup>87</sup> US Census, American Community Survey, five-year estimates, 2017, 2018, 2019, 2020 and 2021.

<sup>88</sup> US Census, American Community Survey, 2017-2021 estimate.

relocate. This is a particular problem in smaller communities where timber mills have shut down.

## Income Supports

Some lower-income residents of Douglas and Josephine County receive supplements to their income. Common income supplements include Supplemental Security Income (SSI), Temporary Assistance for Needy Families (TANF), and Earned Income Tax Credits (EITC). In addition, Supplemental Nutrition Assistance Program (SNAP) benefits are considered to be income supplements, as they serve as cash for the purchase of food. Earlier, the assessment examined TANF and SNAP participation numbers as these benefits impacted children. This next portion of this section examines the use of SSI and EITC in Douglas County. In December 2021, Douglas County had 3,644 individuals respectively receiving SSI.<sup>89</sup> Most of these individuals were either blind or disabled. The total amount of money coming into the region from SSI payments was \$2,299,000.<sup>90</sup> Earned Income Credits are powerful tools improving the lives of low-income individuals and families.<sup>91</sup> “A substantial body of research shows that “the Earned Income Tax Credit (EITC), which go to millions of low-income working families each year, provide work, income, educational, and health benefits to its recipients and their children.”<sup>92</sup> Moreover, income from these credits benefits virtually every life stage.<sup>93</sup> These tax credits lift millions of people out of poverty.<sup>94</sup> Last year, UCAN’s community needs assessment reported that Oregon had one of the worst participation rates for claiming EITC of any state in 2018. Only Alaska had a lower rate. This had been the typical case for the state. Over the years, Oregon only once had over three quarters of those eligible for EITC claim it. But Oregon’s low-income taxpayers changed their behavior in 2019 (the most recent tax year reported on by the IRS). In that year, over three fourths, and almost four fifths of low-income Oregon taxpayers claimed their EITC.<sup>95</sup> Oregon ranked as having the 27<sup>th</sup> highest rate of EITC participation; better yet, Oregon’s rate exceeded the national rate of participation. More money is flowing into the State through this single source, benefitting individuals and distressed communities. While EITC participation rates are not available at the county level, given the high rate of poverty in UCAN’s service area, it is likely that this change in local taxpayer behavior has had a positive impact on the local economy.

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<sup>89</sup> United States Social Security Administration, 2021.

<sup>90</sup> Ibid.

<sup>91</sup> EITC and Child Tax Credit Promote Work, Reduce Poverty, and Support Children’s Development, Research Finds, Chuck Marr, Chye-Ching Huang, Arloc Sherman, and Brandon Debot, Center on Budget and Policy Priorities, 2015.

<sup>92</sup> <https://www.countyhealthrankings.org/take-action-to-improve-health/what-works-for-health/strategies/earned-income-tax-credit-eitc>

<sup>93</sup> Ibid.

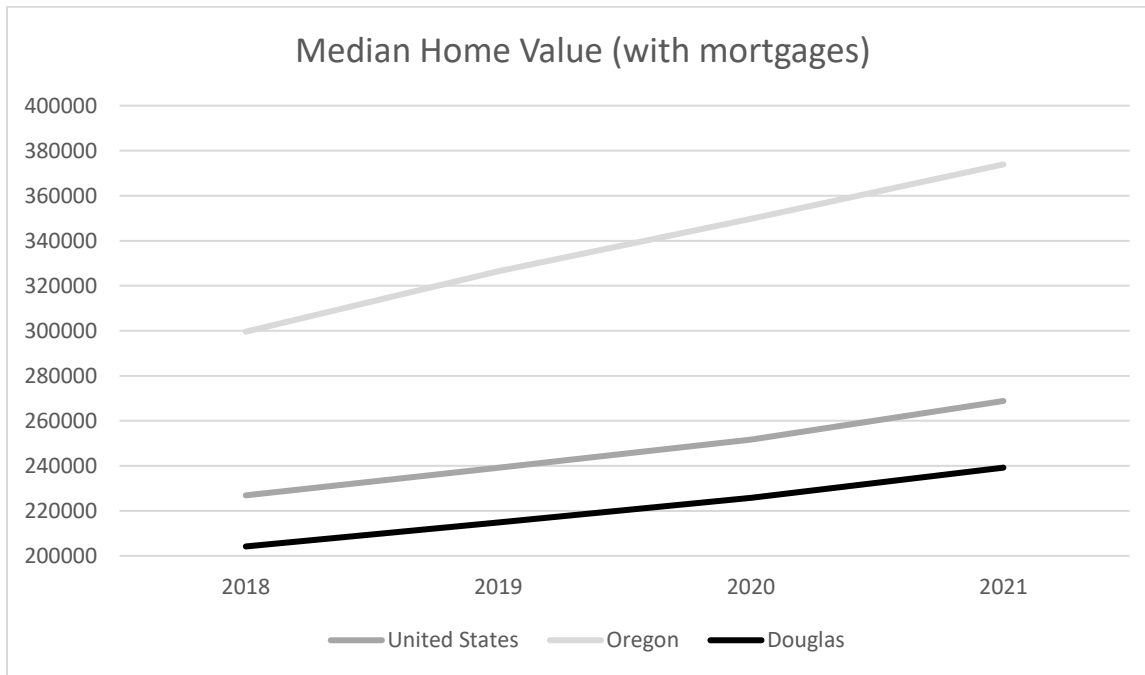
<sup>94</sup> Ibid.

<sup>95</sup> Internal Revenue Service, EITC Participation Rate by States Tax Years 2012 through 2019.

## Housing

Low-income residents are primarily limited to renting their place of residence, unless they own manufactured homes or small, old homes in poor condition. The following section examines challenges with finding any housing in the County and the impact this is having on renting affordable units.

The median cost of housing (owned with a mortgage) has increased rapidly in the United States, Oregon, and in Douglas County in recent years.<sup>96</sup>



Though the median house prices in Douglas County were less than Oregon’s median house prices during this timeframe, Douglas County still experienced increases in prices of 17.2% in the four-year period. During the same timeframe, the local median income for Douglas County increased by 10.7%.<sup>97</sup> Home prices are climbing at rates that are outpacing increases in incomes. In 2021, few low-income residents could find housing with mortgages below \$1,000/month. That year, Douglas County had 4,046 units of housing with monthly mortgages below \$1,000.<sup>98</sup> Many low-income residents have instead chosen to purchase manufactured homes.<sup>99</sup>

County	Total Mobile Homes	% of All Owner Owned Units	% of All Rental Units
Douglas	9,022	22.4%	13.5%

<sup>96</sup> US, American Community Survey, 2018, 2019, 2020, 2021 five year estimates.

<sup>97</sup> FRED Economic Data, 2018, 2019, 2020, 2021 median income five year estimates.

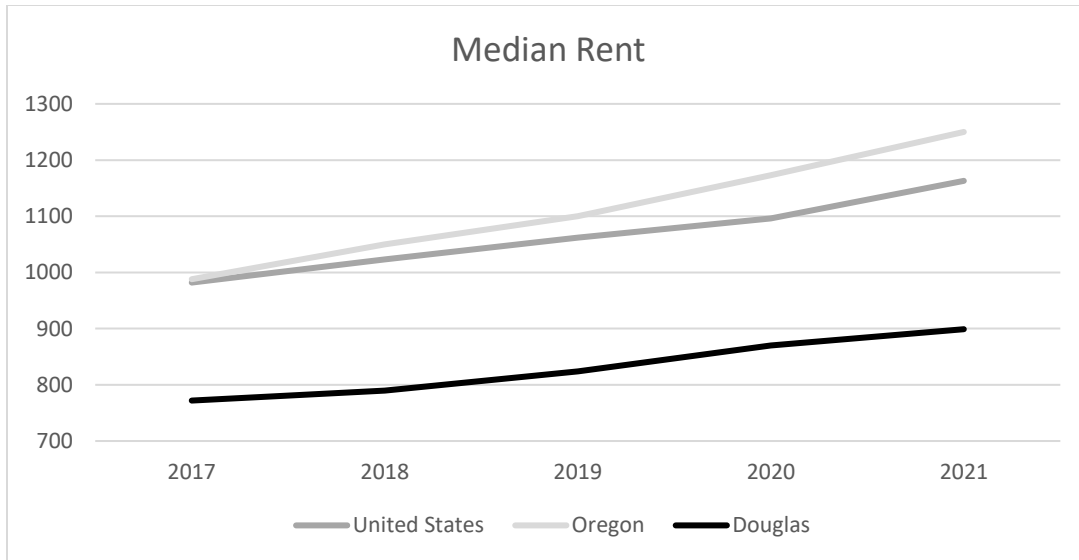
<sup>98</sup> US, American Community Survey, 2017-2021 five year estimate.

<sup>99</sup> Ibid.



When compared to all Oregon counties having at least 15,000 residents, Douglas County has the highest percentage of mobile homes comprising its housing units.<sup>100</sup> Owned units of manufactured homes in Douglas County had a median value of \$97,500 in 2021.<sup>101</sup>

As with much of the United States, and almost all of Oregon, the cost to rent has steadily increased recently in Douglas County.<sup>102</sup>



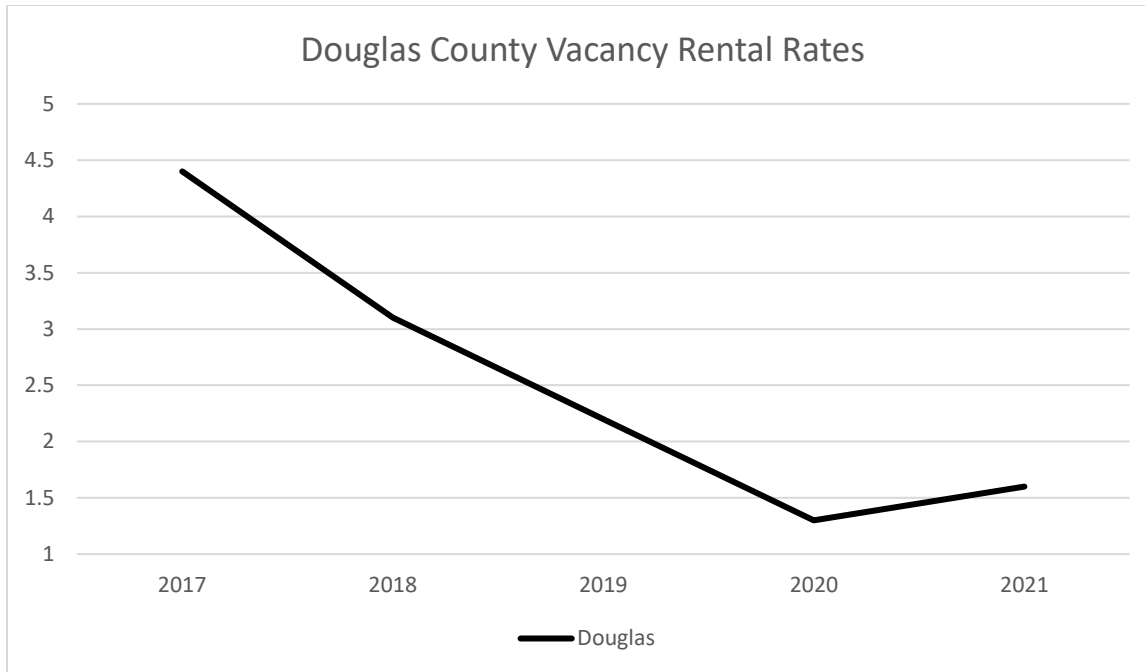
As the cost of renting has risen, the availability of rentals has decreased.

<sup>100</sup> Determined by comparing the percentage of housing units comprised of mobile homes by Oregon county with a population estimated at over 15,000 in the Portland State University July 2021 estimate.

<sup>101</sup> Ibid.

<sup>102</sup> US Census, American Community Survey, five-year estimates, 2017, 2018, 2019, 2020 and 2021.

The next graph shows how vacancy rates for rentals in Douglas County have generally decreased in recent years.<sup>103</sup> Though census data shows Douglas County having a slight increase in vacancy rates this past year, a margin of error of +/-1.1 may well be masking a continued drop in vacancy.



In the past, the market for rentals statewide was tighter than in Douglas County. This has now changed, with Douglas County’s market much tighter than in the state (Oregon’s statewide rate for 2021 was 3.6%).<sup>104</sup> This can largely be explained by the fact that development of apartments has slowed considerably in the County, with very few new complexes coming on the market now. Douglas County’s most recent count of housing units showed an actual loss of 149 housing units between 2017 and 2021.<sup>105</sup> Given these trends, rents are likely to have continued spiraling up between 2021 and the present.

To better understand how housing costs are affecting residents, particularly low-income residents, it is useful to examine how much of residents’ paychecks are being spent on rent. Individuals paying more than 30% of their gross household income on housing are categorized as burdened, and those paying more than 50% of their income are considered to be severely rent-burdened. Both are spending too much of their income on housing, and severely burdened residents are especially likely to cut back on purchases of food, medicines, etc. in order to cover their rent payments.

<sup>103</sup> US Census, American Community Survey, five-year estimates, 2017, 2018, 2019, 2020, 2021

<sup>104</sup> US Census, American Community Survey, five-year estimate 2017-2021

<sup>105</sup> US Census, American Community Survey, five-year estimates, 2017, 2021

The following table indicates the proportion of all households in Douglas County who are burdened and severely burdened by their rent payments.<sup>106</sup>

Location	Burdened Renters	Severely Burdened
Douglas	44.7%	20%

In Douglas County, it is likely that 1 in 5 households are cutting back on paying for other basic needs to meet their housing costs. A much larger percentage of all local householders are paying too much for housing.

Affordable housing can address this crisis, but Douglas County has an inadequate stock of such housing. Subsidized housing can provide rentals at anywhere from 30% to about 60% of fair market rent amounts. The Oregon Housing and Community Services Department 2022 affordable housing directory has a total of 2,031 units of such housing for Douglas County.<sup>107</sup> All of these units have strict income requirements, some are available only to special populations (like people with serious mental illnesses), and some are only available for two year leases (transitional properties). Given the fact that over 5,393 households in Douglas County are rent-burdened, this stock is nowhere near what is needed to address local needs. In addition to the lack of affordable housing stock, other renters who can afford local rents may not be able to rent because of criminal histories, low credit scores or histories of eviction.

## Homelessness

The Pandemic seriously impacted data collection on homelessness in the region. As noted by the authors of a report prepared at the request of the Oregon Housing and Community Services Department in 2021:

*Estimating the number of homeless individuals is a daunting task in any year. In 2021, it was made more difficult by the COVID-19 pandemic that upended established routines, reduced staffing and resources, and presented unexpected complications for almost any initiative.*<sup>108</sup>

The report noted that: “2021 was a year where there was good reason to believe that the size and composition of the population of people experiencing homelessness would have changed considerably.”<sup>109</sup> At the same time, “it was also a year [2021] where established methods for counting the size and characteristics of this group were suddenly much harder to implement.”<sup>110</sup> Problems the report’s authors faced in

<sup>106</sup> US Census, American Community Survey, five year estimate 2017-2021

<sup>107</sup> OHCS, Oregon Affordable Housing Inventory, March 18, 2022.

<sup>108</sup> Green, Timothy, Marisa Zapata, and Jacen Greene. Oregon Statewide Homelessness Estimates 2021. Portland State University Homelessness Research & Action Collaborative, 2021.

<sup>109</sup> Ibid.

<sup>110</sup> Ibid.

attempting to estimate homeless counts and compare these counts with prior years included:

- Changes in the methods used from year to year by CoCs (regional Continuums of Care) to estimate homelessness that limited comparability over time,
- A lack of consistent methods among CoCs for conducting PIT counts, particularly for people experiencing unsheltered homelessness, made it difficult to compare trends between CoCs,
- Absence of unsheltered PIT data for two of the CoCs (including the CoC estimating homeless counts for Douglas County) that received PIT count waivers from The U.S. Department of Housing and Urban Development (HUD) in 2021.

<sup>111</sup>

These issues make it virtually impossible to track recent changes in the overall number of homeless individuals.

Sheltered homeless estimates should have been relatively accurate, as this data was collected for all counties in 2019 and 2021, and for all but a few counties in 2020. The state as a whole saw a 10.5 percent increase in sheltered homeless individuals from 2019 to 2020 followed by a 26.8 percent decrease from 2020 to 2021.<sup>112</sup> Almost all counties saw a decline in sheltered homeless individuals in 2021.<sup>113</sup> While the reason for this drop off is not clear, it is possible that during the worst of the Pandemic, fewer homeless individuals were willing to use shelters, or shelters reduced capacity for a period in adjusting operations to meet issues raised by the Pandemic.

Trends for unsheltered homelessness are much more difficult to ascertain. As mentioned earlier, in 2021, Douglas County was exempted by HUD from counting unsheltered homeless individuals. Douglas County only counts such individuals once every two years, so no such individuals were counted in 2020. The report notes that “the last year for which we are certain that we have a full county-level unsheltered PIT count is 2019.”<sup>114</sup> Consequently, we have no way of knowing how the Pandemic impacted this number. In the end, the authors could only conclude that their analysis indicates that the 2021 PIT count very likely severely underestimated the extent of homelessness in Oregon at a time when it was increasing.<sup>115</sup>

With these challenges in mind, this assessment examines the most recently approved PIT counts. In 2021, Douglas County had a reported 251 people experiencing homelessness.<sup>116</sup> The only race/ethnicity other than White, non-Hispanic/Latino comprising more than 3% of this count were individuals having more than one race.<sup>117</sup>

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<sup>111</sup> Green, Timothy, Marisa Zapata, and Jacen Greene. Oregon Statewide Homelessness Estimates 2021. Portland State University Homelessness Research & Action Collaborative, 2021..

<sup>112</sup> Ibid.

<sup>113</sup> Ibid.

<sup>114</sup> Ibid.

<sup>115</sup> Ibid.

<sup>116</sup> 2021 Douglas County PIT.

<sup>117</sup> Ibid.

No individuals were reported as unsheltered, but it has already been noted that the County did not count such individuals in 2021. Douglas County's 2022 PIT showed dramatic changes to the number of homeless individuals, as well as demographic composition. The total number of homeless individuals increased to 414 individuals.<sup>118</sup> Hispanics/Latinos comprised 10% of the homeless population (42 individuals) and multi-race individuals comprised 6.3% (26 individuals).

As the 2021 PIT had significant issues, the higher numbers reported in the 2022 PIT count are likely closer to an accurate count, though again likely undercounting overall homeless in the County. With this in mind, Douglas County has recently had large numbers of individuals lacking housing. Increasing percentages of children and Hispanics/Latinos in the homeless populations suggests a growing need for shelters that provide services to families, and those that can provide bicultural/bilingual services to Hispanics/Latinos. While 2023 PIT counts have already taken place, official numbers are not yet approved. But suffice to say, regional homelessness remains a major problem. One of Tina Kotek's (Oregon's newly elected governor) first acts in office was to declare a homeless crisis for many counties in the state. While her emergency order focused on primarily urban counties, Oregon's Legislature allocated more than \$26 million for Oregon's rural counties to address homelessness.<sup>119</sup> Regardless of whether individuals are living in urban or more rural counties, most agree that homelessness is an important issue that is getting worse. In a survey of 400 residents from across Curry, Douglas, Jackson, Josephine and Klamath counties undertaken by three Southern Oregon health care groups, 90% of people think homelessness is an important issue, and at least 67% believe the problem is getting worse.<sup>120</sup>

Local communities have begun implementing strategies to address the needs of those who typically do not use the limited shelter beds available locally. Prior to this past year, almost all shelter beds in Douglas County had some sort of barriers to use by many chronically homeless individuals: sobriety requirements, treatment requirements, requirements to attend religious services, etc. UCAN now operates a low-barrier homeless navigation center in Roseburg that has approximately 40 beds. Given the number of homeless individuals in Douglas County, far more shelter beds are needed. And funding to maintain operations of the existing shelters is needed, as legislative appropriations are only ensured for two years.

## Home Habitability/Access to Technology

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<sup>118</sup> 2022 Douglas County PIT.

<sup>119</sup> Shumway, Julia. Oregon sending \$80 million to large cities, counties for homeless response, Oregon Capital Chronicle, April 10, 2023.

<sup>120</sup> Battaglia, Roman. Survey shows most Southern Oregonians agree homelessness is important issue, Jefferson Public Radio, September 19, 2022.

A person can have housing, but lack adequate housing. Factors related to home adequacy include:

1. Overcrowding,
2. Lack of kitchen or plumbing facilities,
3. Presence of toxic mold or other dangerous substances,
4. Leaks,
5. Lack of or poor heating/cooling systems,
6. Broken items like windows, doors, etc.
7. Lack of accessibility.

This section of the assessment addresses adequacy of housing as well as access to technology in homes.

Fewer than 1% of housing units lack full plumbing or lack complete kitchens in Douglas County.<sup>121</sup> Looking at potential overcrowding, fewer than 2% of housing units in Douglas County have more than one occupant per room.<sup>122</sup> With more work and even education offered via computer and the Internet, the lack of access to technology has created major barriers for some low-income households. In Douglas County, an estimated 842 units do not have telephone access. Just over 10% of households lack computers.<sup>123</sup> 15% of households in Douglas County lack Internet access of any kind.<sup>124</sup> But of households with annual incomes of less than \$20,000, 32% lack Internet access.<sup>125</sup> Lack of Internet access is a particular problem in more remote parts of the County. Lack of telephones, computers and Internet impacts individuals ability to work on their education, find work, and perform their jobs.

Over 25% of housing units in Douglas County were constructed over 60 years ago.<sup>126</sup> 19.8% of Douglas County homes are manufactured.<sup>127</sup> Manufactured homes built prior to 1976 were built in the absence of any building standards. Homes built between 1976 and 1996 were built to building standards that have since been revised. Many manufactured homes in Douglas County were built prior to 1976, and many more in the period between 1976 and 1996. With this in mind, it is very likely that many local residents are living in sub-standard manufactured home stock in the County.

Fisher, Sheehan and Colton Public Finance and General Economics Consultants have developed a model to determine the affordability gap for home energy.<sup>128</sup> This number, determined for each county nationwide, is the gap between "affordable" home energy bills and "actual" home energy bills. Under their model, the "affordable burden" for home

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<sup>121</sup> US Census, American Community Survey, 2017-2021 estimate.

<sup>122</sup> Ibid.

<sup>123</sup> Ibid.

<sup>124</sup> Ibid.

<sup>125</sup> Ibid.

<sup>126</sup> Ibid.

<sup>127</sup> Ibid.

<sup>128</sup> [http://www.homeenergyaffordabilitygap.com/03a\\_affordabilityData.html](http://www.homeenergyaffordabilitygap.com/03a_affordabilityData.html)

energy bills is 6% of gross household income.<sup>129</sup> The table below shows the number of households in 2022 which were energy burdened at income levels between different percentages of the federal poverty level (FPL), and the percentage of their gross household income used to pay for energy bills.<sup>130</sup>

County	Below 50% FPL		50-99% FPL		100-124% FPL		125-149% FPL	
	units	%	units	%	units	%	units	%
<b>Douglas</b>	2,749	21.6%	3,574	11.5%	2,444	7.7%	2,182	6.3%

Of households living below 150% of the federal poverty level in 2021, 10,949 were energy burdened in Douglas County. Based on the number of households in reported in the 2021 5-year American Community Survey, these households alone represented 24% of Douglas County households.<sup>131</sup> The energy burden is most acute for those with lower incomes. Those living at 50% of less of the federal poverty level are spending in excess of 20% of their income to stay warm (and if they have air conditioning, to stay cool, as temperatures in the County now spike above 100 degrees on some summer days).<sup>132</sup> Those between 50-99% of the poverty level are spending over 10% of their income.<sup>133</sup> With a high percentage of these same households paying 50% of their income on housing alone, it becomes even more evident that housing and related costs alone take a huge chunk out of the income of low-income households. Energy cost is one of the few factors related to poverty for which changes can be estimated from 2021 to 2023. This is in part because the National Weather Service measures heating and cooling degree days for each month. The higher these numbers are, the more energy one would expect individuals to use in their homes.<sup>134</sup> For 2021, the year in which the energy data in the table above were calculated, the number of combined heating and cooling days in Douglas County was 5,420.<sup>135</sup> For the past 12 months, ending in April 2023, the number of combined heating and cooling days for the County was 5,946.<sup>136</sup> Based on this data, one would expect that local residents had to use substantially more energy to keep their homes both warmer and cooler this past year than in 2021.

## Health

The Pandemic appears to be waning, with the federal government declaring an end to the associated public health emergency on May 11, 2023. This is great news for the region. Having experienced high rates of infection and fatalities, one hopes the

<sup>129</sup>[http://www.homeenergyaffordabilitygap.com/01\\_whatIsHEAG2.html](http://www.homeenergyaffordabilitygap.com/01_whatIsHEAG2.html)

<sup>130</sup> [http://www.homeenergyaffordabilitygap.com/03a\\_affordabilityData.html](http://www.homeenergyaffordabilitygap.com/03a_affordabilityData.html)

<sup>131</sup> US Census, American Community Survey, 2017-2021 estimate.

<sup>132</sup> [http://www.homeenergyaffordabilitygap.com/03a\\_affordabilityData.html](http://www.homeenergyaffordabilitygap.com/03a_affordabilityData.html)

<sup>133</sup> Ibid.

<sup>134</sup> [https://www.weather.gov/key/climate\\_heat\\_cool](https://www.weather.gov/key/climate_heat_cool)

<sup>135</sup> <https://data.mpnnow.com/weather-data/douglas-county-oregon/41019/2023-04-01/?syear=1895&eyear=2023#summary>

<sup>136</sup> Ibid.

economic disruption to the region created by work absences and economic distress related to overburdened health care facilities have passed.

Several different organizations help to publish health needs assessments for Douglas County. These include the local Coordinated Care Organization (CCO) (a coordinated network of care providers), hospitals, and local public health agencies. The CCO in Douglas County (Umpqua Health) published its most recent assessment in 2018.<sup>137</sup> Mercy Medical Center in Douglas County published its health assessment in 2019.<sup>138</sup> This assessment does not seek to replicate the comprehensive findings of those assessments, but will examine specific areas related to health with which the region is struggling. These areas are most likely to impact the well-being of communities. The Robert Wood Johnson Foundation has a program, County Health Rankings, which evaluates and ranks each county’s health based on a range of factors. Douglas County consistently ranks very poorly among all Oregon counties in the Rankings. In the 2023 rankings, out of 35 counties ranked, Douglas County ranks 29<sup>th</sup> for all measures combined.<sup>139</sup> The table below shows rankings (out of 35 counties) reflecting areas of particular concern in Douglas County.<sup>140</sup>

<b>Metric</b>	<b>Ranking</b>
Health Outcomes Overall <sup>141</sup>	29 <sup>th</sup> worst
Poor Physical Health Days	Tied with 5 counties for 4 <sup>th</sup> highest number of days
Health Behaviors	27 <sup>th</sup> worst

Another source of information about specific issues related to health is CDC’s Places Data Hub.<sup>142</sup>

<sup>137</sup> <http://jeffersonregionalhealthalliance.org/CHA/>; <https://www.umpquahealth.com/wp-content/uploads/2019/02/finalcha2018.pdf>

<sup>138</sup> [https://www.chimercyhealth.com/assets/dc\\_community-benefit-report-final2019.pdf](https://www.chimercyhealth.com/assets/dc_community-benefit-report-final2019.pdf), <https://www.asante.org/app/files/public/34855668-9851-4814-b2a5-c7b034dac80f/atrmc-chna-cha-2019-final.pdf>

<sup>139</sup> County Health Rankings, 2023.

<sup>140</sup> County Health Rankings 2023

<sup>141</sup> Includes measures of length of life, poor/fair health, poor physical health days, poor mental health days, and low birthweight.

<sup>142</sup> <https://www.cdc.gov/places/>



Areas in which the County ranks poorly against other Oregon counties include the following (most data from 2020):

<b>Metric (all rates age adjusted)</b>	<b>Ranking</b>
<b>High Cholesterol</b>	27.2%-4 <sup>th</sup> worst rate
<b>Kidney Disease</b>	2.8%-4 <sup>th</sup> worst rate
<b>COPD</b>	6.8%-7 <sup>th</sup> worst rate
<b>Heart Disease</b>	5.8%-10 <sup>th</sup> worst rate
<b>Depression</b>	24.5%-2 <sup>nd</sup> worst

This data shows that regarding specific indicators of poor health, Douglas County often ranks among the worst for counties in Oregon. The CDC Places Data Hub also has some data regarding the frequency individuals participate in preventative health activities. This data also indicates some areas of concern as shown below<sup>143</sup>:

<b>Metric (all rates age adjusted)</b>	<b>Ranking</b>
<b>Dental Visits</b>	60.3%-8 <sup>th</sup> lowest rate
<b>Cervical Cancer Screens</b>	81.9%-13 <sup>th</sup> lowest rate
<b>Colon Cancer Screens</b>	68.7%-4 <sup>th</sup> lowest rate
<b>Older Men Obtaining Preventative Services</b>	37.1%-lowest rate
<b>Older Women Obtaining Preventative Services</b>	36.4%-5 <sup>th</sup> lowest rate

Finally, the Data Hub also provides some indicators of behaviors connected with poor health.<sup>144</sup> Areas of concern include:

<b>Metric (all rates age adjusted)</b>	<b>Ranking</b>
<b>Smoking</b>	18.6%-7 <sup>th</sup> worst rate
<b>Physically Inactive</b>	22.4%-4 <sup>th</sup> worst rate

<sup>143</sup> <https://www.cdc.gov/places/>

<sup>144</sup> Ibid.

There are some areas where the County Health Rankings indicate that Douglas County is relatively strong with respect to other counties in the state.<sup>145</sup> These are listed in the table below:

Metric	Ranking
Access to Clinical Care	13 <sup>th</sup> best
Adults Lacking Insurance	Same percentage as state average

Public health insurance serves somewhat the same role as income supports mentioned earlier, increasing resources available to individuals living in the region. Census data shows that the County benefits significantly from public health insurance (includes those receiving Medicare, Medicaid and VA benefits). Of residents in Douglas County, 53.1% receive such insurance.<sup>146</sup>

## Food and Nutrition

The availability of adequate food meeting the nutritional needs of residents also impacts local resident health and poverty. In this section of the assessment, not only is local food security examined, but also indicators of poor nutrition, including diet-related health conditions. The U.S. Department of Agriculture (USDA) defines food security as “access by all people at all times to enough food for an active, healthy life.”<sup>147</sup> Feeding America has an excellent definition to distinguish the terms “hunger” and “food insecurity:”

*It is important to know that hunger and food insecurity are closely related, but distinct, concepts. Hunger refers to a personal, physical sensation of discomfort, while food insecurity refers to a lack of available financial resources for food at the level of the household.* <sup>148</sup>

Feeding America maintains data estimating the percentage of the overall population of counties that are food insecure. Their most recent data, from 2021, shows food insecurity rate of 12% for Douglas County.<sup>149</sup> Douglas County had the 8<sup>th</sup> highest rate of food insecurity for all residents of any Oregon county.<sup>150</sup> Douglas County had approximately 13,300 food insecure individuals.<sup>151</sup> Rates of food insecurity actually dropped during the Pandemic as Oregon increased SNAP benefits used to pay for food to help residents feed themselves during the health crisis.<sup>152</sup> But starting March 2023,

<sup>145</sup> County Health Rankings 2023

<sup>146</sup> US Census, American Community Survey, 2017-2021 estimate.

<sup>147</sup> United States Department of Agriculture, Economic Research Service.

<sup>148</sup> <https://hungerandhealth.feedingamerica.org/understand-food-insecurity/>

<sup>149</sup> Feeding America, Map the Meal Gap, 2020.

<sup>150</sup> Ibid.

<sup>151</sup> Ibid.

<sup>152</sup> Daisy Caballero, Luisa Anderson. Oregon's emergency SNAP food benefits stop in March. KGW News. January 13, 2023.

the additional benefits ended, with benefits reportedly decreasing by at least \$95 each month for a single-person household, and decreasing by \$300 each month for a family of four.<sup>153</sup> Given that the cost of food has skyrocketed recently, one would expect food insecurity rates are on the rise. The lack of money to purchase food is not the only reason that residents are food insecure. Many local residents live in areas designated by the USDA as being food deserts. The USDA determines areas that are food deserts by looking at:

- Whether a census tract is by definition low-income,
- The distance at least 33% of people are from the nearest supermarket, supercenter, or large grocery store (distances used differ based on whether the tract examined is deemed urban or rural)<sup>154</sup>

For 2019, the USDA designated several census tracts within both Douglas County. Communities within these tracts include: Sutherlin, NE and SE Roseburg, Green, Winston, Dillard, Riddle, Myrtle Creek, Tri-City, Days Creek, Tiller, Glendale, and Glide.<sup>155</sup>

People in the United States dealing with food insecurity rarely appear to be starving. It is much more likely that such people are obese, as they can only afford foods that are high in fats, sugars, salts and preservatives. Like obesity rates in childhood, obesity rates in adulthood in the County are high, but rates are much higher than those of children. The adult obesity rate for Douglas County is 31%.<sup>156</sup> Poor nutrition and obesity are related to a number of chronic health conditions, such as chronic heart disease and diabetes. The assessment has already noted the high percentages of local residents living with these conditions. Since these conditions both cause individual household poverty, and are a drag on the economies of local communities, poor nutrition is related to both as well.

## Transportation

Lack of reliable transportation can curtail individuals' abilities to hold jobs, access educational opportunities, and obtain needed benefits and services. While the number of residents working from home is increasing (3,325 in Douglas County<sup>157</sup>), most local residents continue to need to go to the workplace to work. Low-income residents who have their own cars often struggle to pay for the costs of driving. More people are driving older cars, as the average age of all light vehicles (cars and light trucks) recently hit a record high of about 12.5 years.<sup>158</sup> Those owning older cars have high costs of maintenance and often lack resources to cover the expenses of repairs. Beyond the costs of repairs and maintenance, many low-income residents lack resources to

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<sup>153</sup> Daisy Caballero, Luisa Anderson. Oregon's emergency SNAP food benefits stop in March. KGW News. January 13, 2023.

<sup>154</sup> United States Department of Agriculture, Economic Research Service.

<sup>155</sup> <https://www.ers.usda.gov/data-products/food-access-research-atlas/go-to-the-atlas/>

<sup>156</sup> 2020 Oregon Behavioral Risk Factor Surveillance System (BRFSS) data.

<sup>157</sup> US Census, American Community Survey, 2017-2021 estimate.

<sup>158</sup> Nathan Bomey, Joann Muller. Gas-powered cars won't die off any time soon. Axios. May 15, 2023.

maintain necessary car insurance. For some, even the cost of basics like gas can be a hardship. Gas prices have fallen from last year’s records, but the cost of gas is currently still \$4.45/gallon in Douglas County.<sup>159</sup> Those needing to replace their old used car with another one are facing much higher prices than a few years ago. Used-car prices soared by 45% from June 2020 to June 2021. Prices did fall by 8.8% in 2022, but they again rose by 8.6% in the first quarter of 2023.<sup>160</sup> Prices are predicted to end up by 1.6% for the year.<sup>161</sup>

In 2021, 2,294 County households lacked any vehicles.<sup>162</sup> Residents who lack vehicles, have had their licenses suspended, or have had their licenses revoked often rely on getting rides from others. Some are close enough to their destination that they can walk or bicycle. The Umpqua Public Transit District operates the UTrans bus service in parts of Douglas County. Riders can take a couple of lines to travel across Roseburg Monday-Friday. Service is currently available on Saturday as well. The buses go as far north as Umpqua Community College, located in an unincorporated area north of Roseburg. Other bus lines also go as far south as Canyonville and as far north as Sutherlin. Regular one-way bus fare is \$1 (\$2 for round trip). Dial-A-Ride service is also available for seniors and people with disabilities.

Those who lack their own cars face barriers to getting to places they need to go. Even if they share rides with a family member or good friend, there are times that the other person has to use their car for other purposes. Many cannot walk or ride a bicycle to get to work or to appointments, and buses have limited reach in the County. A lack of reliable transportation is particularly a problem for those living in the more rural parts of Douglas County. Given the size of the County, driving times from communities outside of Roseburg can be long. The table below provides some average driving times between communities in Douglas County and Roseburg:

<b>Home Community</b>	<b>Drive Time to Roseburg</b>
<b>Drain</b>	37 minutes
<b>Yoncalla</b>	31 minutes
<b>Oakland</b>	20 minutes
<b>Canyonville</b>	28 minutes
<b>Glendale</b>	50 minutes

<sup>159</sup> <https://www.gasbuddy.com/gaspricemap>

<sup>160</sup> Jim Gorzelany, Used Car Prices Set To Rise Again, But These Models Already Sell For More Than New Ones, Forbes, April 11, 2023.

<sup>161</sup> Ibid.

<sup>162</sup> US Census, American Community Survey, 2017-2021 estimate.

Given potential driving distances, and the fact that most residents drive alone to work, anyone who has difficulty affording personal transportation (cannot pay for gas, maintenance, insurance, or a vehicle), or who has a suspended or revoked license faces a substantial barrier to accessing services and employment if they live outside of Roseburg.

## Education

Not long ago, residents living in the region could obtain relatively high-paying jobs without much formal education. That is no longer the case. But educational attainment levels continue to lag locally. The table below depicts this problem:<sup>163</sup>

Report Area	Percent No High School Diploma	Percent High School Only	Percent Some College	Percent Associates Degree	Percent Bachelor's Degree	Percent Graduate or Professional Degree
<b>Josephine County, OR</b>	9.2%	<b>30.5%</b>	<b>32.4%</b>	9.8%	<b>12.1%</b>	<b>6.0%</b>
<b>Oregon</b>	8.50%	22.5%	24.9%	9.1%	21.7%	13.3%

The majority of local residents lack degrees beyond a high school diploma, with many spending some time in college but failing to obtain degrees. At the same time, the percentage of residents with 4-year college degrees or higher is much lower than that of residents statewide. Given what was described earlier regarding local school achievement, the County's school districts need to see more students graduate and go on to obtain post-secondary degrees for educational attainment to improve locally.

## Income and Jobs

The US census calculates both per capita and median income. Per capita income is simply the income of an area divided by the total number of residents. Because this average is impacted by extreme values of income, it is not the best measure to use in areas with smaller populations like Douglas County. The median income identifies the income at the 50<sup>th</sup> percentile of all incomes, and so is not impacted by income extremes. This assessment starts with median income as a basic measure of economic well-being.

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<sup>163</sup> US Census, American Community Survey, five-year estimate, 2017-2021.

The table below includes median incomes for the County, State and the nation as of 2021:<sup>164</sup>

<b>Region</b>	<b>Median Income</b>
<b>Douglas County</b>	\$52,479
<b>Oregon</b>	\$70,084
<b>United States</b>	\$69,021

The State and national median income increased by little less than \$5,000 from 2020. Douglas County’s median income increased by over \$5,000 from the previous year. While median income may have increased during this time because people received new COVID benefits, these benefits are no longer in place. Yet, the Bureau of Labor Statistics reports that nationwide, wages and salaries have continued to increase, by 4.6 percent for the 12-month period ending in June 2023.<sup>165</sup> This is likely due to employers needing to offer higher wages, as the number of those looking for work has fallen. At the same time that wages have increased, consumer prices have increased. For the year ending June 2022, consumer prices in the West increased by 8.8% over the previous year.<sup>166</sup> The most recent year ending June 2023 saw such prices continue to increase, though at a lesser rate of 3.5%.<sup>167</sup> With high inflation, many households have had less ability to afford basics such as food and gas, especially low-income households on fixed incomes. CNN reports that June 2023 was the first month in 26 months in which workers’ real weekly earnings (a week’s worth of wages adjusted for inflation) actually grew on an annual basis.<sup>168</sup> While this is great news for many households, the current 3.5% inflation rate is still problematic for low-income earners and those on fixed incomes. Food prices are a particular problem. In 2022, food prices increased by 9.9%, and food purchased for home use (as opposed to that purchased at restaurants) increased by a staggering 11.4%.<sup>169</sup> While these rates are supposed to decrease in 2023, the USDA Economic Research Service estimates that all food prices will still increase by 5.8% in 2023.<sup>170</sup>

In looking at employment, the health of the local economy is related to both unemployment rates as well as labor participation rates. Unemployment rates are based on the number of people who do not currently have jobs but are actively looking for work. The labor participation rate is the percentage of all adults-excluding active-duty military service people and those incarcerated or otherwise institutionalized-who are

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<sup>164</sup> US Census, American Community Survey, five-year estimate, 2017-2021.

<sup>165</sup> Employment Cost Index, June 2023, Bureau of Labor Statistics, News Release, July 28, 2023.

<sup>166</sup> US Bureau of Labor Statistics, Western Information Office, [https://www.bls.gov/regions/west/news-release/consumerpriceindex\\_west.htm](https://www.bls.gov/regions/west/news-release/consumerpriceindex_west.htm)

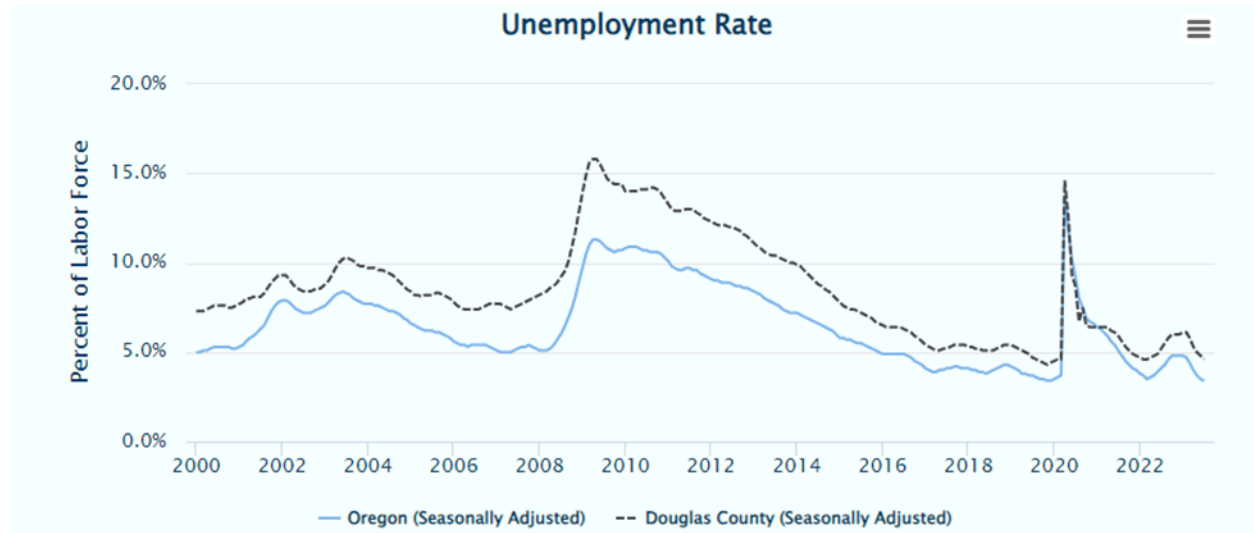
<sup>167</sup> Ibid.

<sup>168</sup> Alicia Wallace, Americans Wages Are Finally Outpacing Inflation. Here’s Why It May Not Last. CCN Business. July 16, 2023.

<sup>169</sup> USDA, Economic Research Service, <https://www.ers.usda.gov/data-products/food-price-outlook/summary-findings/>

<sup>170</sup> Ibid.

members of the labor force. A high labor participation rate combined with a low unemployment rate is a sign of a healthy economy. The graph below shows unemployment rates over time for both Douglas County and Oregon.<sup>171</sup>



Since 2000, Douglas County’s unemployment rate has generally exceeded the State’s rate. Currently, Douglas County’s rate is 4.6%, the state’s 7<sup>th</sup> highest rate. The State rate is 3.4% (rates as of July, 2023).<sup>172</sup> Despite having one of the state’s highest rates of unemployment, the County’s rate is near its lowest level since the turn of the century. In and of itself, this is good news for the local economy. But when looking at labor participation rates, the news is not as good. The table below has the labor participation rates by County for all Oregon counties and also has the State rate.<sup>173</sup>

**Oregon Labor Force Participation Rates by County, 2021**  
Oregon Statewide = 62.3%

Rank	County	LFPR	Rank	County	LFPR
1	Hood River County	75.9%	19	Columbia County	57.5%
2	Washington County	69.4%	20	Benton County	57.2%
3	Multnomah County	69.1%	21	Wallowa County	56.7%
4	Yamhill County	65.9%	22	Lane County	56.3%
5	Clackamas County	65.0%	23	Clatsop County	56.2%
6	Umatilla County	64.0%	24	Lake County	55.9%
6	Wasco County	64.0%	25	Gilliam County	55.1%
8	Marion County	63.0%	26	Jefferson County	54.8%
9	Morrow County	62.9%	27	Baker County	53.5%
10	Deschutes County	61.5%	28	Grant County	52.8%
11	Harney County	60.7%	29	Tillamook County	52.5%
12	Sherman County	59.4%	30	Klamath County	51.7%
13	Polk County	58.7%	31	Crook County	51.4%
14	Wheeler County	58.3%	32	Douglas County	50.9%
15	Jackson County	58.2%	33	Josephine County	50.0%
15	Linn County	58.2%	34	Coos County	49.1%
17	Malheur County	57.9%	35	Lincoln County	47.9%
18	Union County	57.6%	36	Curry County	43.7%

Source: Oregon Employment Department

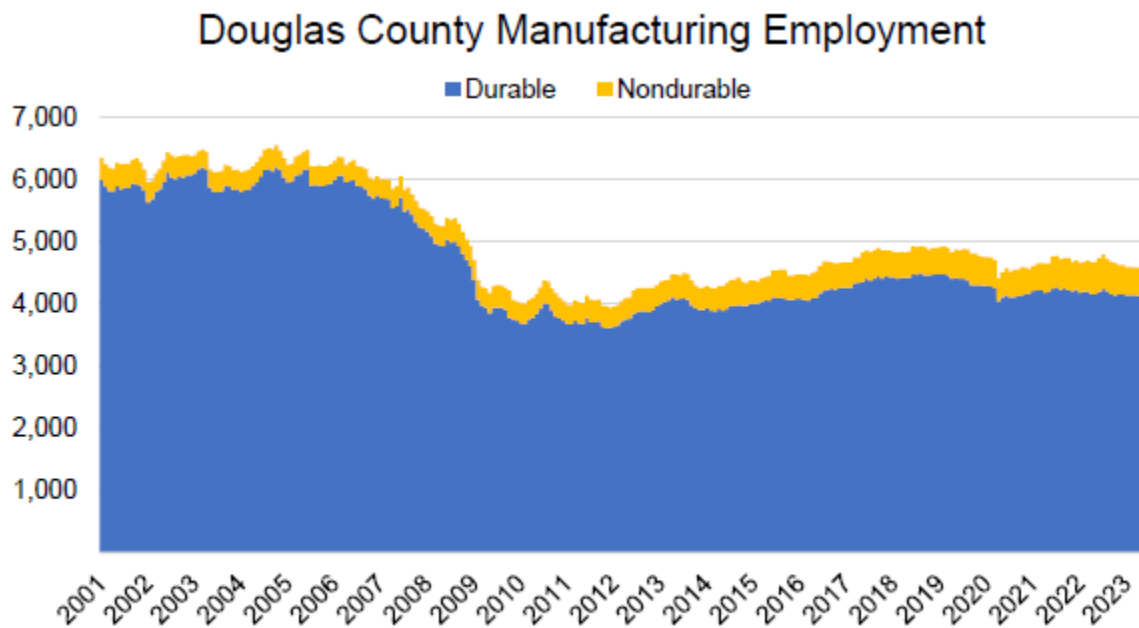
<sup>171</sup> Oregon Employment Department, <http://www.qualityinfo.org>

<sup>172</sup> Ibid.

<sup>173</sup> Tracy Morrisette, Oregon Labor Force Participation Rates by County, 2021, Oregon Department of Employment, July 6, 2022.

As can be seen in the table, of adults who can participate in the workforce in Douglas County, barely half are doing so. The County ranks 32<sup>nd</sup> among all Oregon counties, with a rate significantly below the state rate of 62.3%. The reason for low labor participation rates are complex, but a few factors impacting the rate are having older populations and having higher unemployment. Seniors are much less likely to continue participating in the labor market; residents facing higher unemployment may just give up on getting work. Douglas County has one of the State’s highest median ages, and historically higher unemployment, so these two factors likely combine to depress the labor participation rate. Therefore, while the County has been recovering from both the Great Recession of 2008-9 and the Pandemic Recession, the proportion of those working remains very low, negatively impacting the economy.

One other area of concern is the change in the type of jobs found locally. Douglas County used to rely much more on manufacturing jobs. There has been a long-term loss of such jobs, with a major drop off since the Great Recession of 2008-2009.<sup>174</sup>



Source: Oregon Employment Department, *Current Employment Statistics*

This trend continues to the present.

<sup>174</sup> Oregon Employment Department, Douglas County Economic Indicators, August, 2023.



From July 2022 to July 2023, the County lost another 190 of such jobs (4%).<sup>175</sup> In contrast, jobs in the leisure and hospitality sector are increasing, with the addition of 230 such jobs in the same timeframe.<sup>176</sup> Of those, roughly one out of nine jobs are in accommodations, one in eight in the arts, entertainment and recreation, and about three-fourths in food services and drinking places.<sup>177</sup> In the nation, those working in manufacturing earn on average \$32.44/hour; those in leisure and hospitality earn on average \$21.31/hour.<sup>178</sup> Douglas County is seeing a replacement of higher paying jobs with those paying quite a bit less.

In summary, at the same time that Douglas County is experiencing some of the lowest unemployment rates on record, the overall economic picture is not as rosy as this data would suggest. Many are not working in the local economy. Those that are working are more likely to be earning less at newer jobs than at jobs that were formerly available. The local economy needs younger people to stay or move in to the County, more jobs in general, and higher paying jobs.

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<sup>175</sup> Oregon Employment Department, Douglas County Economic Indicators, August, 2023.

<sup>176</sup> Ibid.

<sup>177</sup> Guy Tauer, Oregon's Leisure and Hospitality Industry, Oregon Employment Department, August 9, 2023.

<sup>178</sup> FRED Economic Data, St. Louis FED, July 2023.

## Community Resources

Below is a listing of Douglas County’s community resources. These resources are sometimes available only to a specified portion of the community (e.g., those earning less than the federal poverty level, children only), and are sometimes limited (potentially having long waiting lists). The table below provides the name of Douglas County service providers, their location(s), and the service they offer:

<b>Name</b>	<b>Location</b>	<b>Type of Service</b>
<b>Adapt Integrated Health Care</b>	Roseburg, Reedsport	Behavioral Health Addiction
<b>HIV Alliance</b>	Roseburg	HIV and addiction services
<b>Options</b>	Roseburg	Behavioral Health and Family Strengthening
<b>South Lane Mental Health</b>	Cottage Grove (serves N. Douglas County)	Behavioral Health
<b>South River Community Health Center</b>	Roseburg, Winston	Healthcare
<b>AVIVA</b>	Glide, Myrtle Creek, Roseburg, Sutherlin, Drain	Healthcare, Dental, Behavioral
<b>Cow Creek Health and Wellness Clinics</b>	Roseburg, Canyonville	Healthcare
<b>Mercy Foundation</b>	Countywide	Youth Dental, Health Ed.
<b>Lions Club</b>	Countywide	Vision, Hearing Aids
<b>UCC Woolley Center</b>	Roseburg	GED Prep, Basic Ed, ESL
<b>Boys and Girls Club of the Umpqua Valley</b>	Roseburg	Youth Development
<b>School District Offices</b>	Reedsport, Elkton, Drain, Yoncalla, Oakland, Sutherlin, Roseburg, Glide, Winston, Camas Valley, Riddle, Myrtle Creek, Glendale, Days Creek	Education and Related Services
<b>Douglas Educational Service District</b>	Roseburg	Education Support Services
<b>OSU Extension</b>	Roseburg	Adult Education, Youth Programs
<b>Phoenix Charter School</b>	Roseburg	Youth Education
<b>South Coast Education Service District</b>	Reedsport	Education Support Services
<b>Family Relief Nursery</b>	Drain	Family Strengthening
<b>Peace at Home</b>	Roseburg	Domestic Violence
<b>Douglas C.A.R.E.S</b>	Roseburg	Child Abuse

<b>Name</b>	<b>Location</b>	<b>Type of Service</b>
<b>Family Development Center</b>	Roseburg and Countywide	Family Strengthening
<b>Take Root</b>	Countywide	Family Strengthening
<b>UCAN Head Start/Early Head Start</b>	Sutherlin, Winchester, Roseburg, Green, Winston, Myrtle Creek, Glendale	Early Child Education, Family Strengthening
<b>Preschool Promise</b>	Myrtle Creek, Drain, Yoncalla, Winston, Sutherlin, Elkton	Early Child Education
<b>UCAN Healthy Start</b>	Selected Douglas County Zip Codes	Family Strengthening
<b>UCAN Nurse Home Visiting</b>	Countywide	Family Strengthening, Health
<b>UCAN Healthy Families</b>	Countywide	Family Strengthening
<b>UCAN WIC</b>	Drain, Canyonville, Glendale, Myrtle Creek, Sutherlin, Reedsport, Glide, and Roseburg	Nutrition
<b>Umpqua Health-New Day and New Beginnings</b>	Roseburg	Family Strengthening
<b>Umpqua Community College</b>	Winchester	Post-Secondary Education
<b>YMCA</b>	Roseburg	Fitness, Health
<b>Habitat for Humanity</b>	Roseburg	Housing
<b>UCAN Affordable Housing</b>	Canyonville, Winston, Roseburg, Sutherlin, Drain	Housing
<b>UCAN Housing/Homeless Services</b>	Douglas County	Homelessness and Homeless Prevention Services
<b>HADCO</b>	Douglas County	Housing
<b>NeighborWorks Umpqua</b>	Douglas County	Housing, Financial Assist., Tax Assistance
<b>UCAN SeniorCorps</b>	Douglas County	Medicare Education/Enrollment Assistance; Tax Assistance
<b>Roseburg Dream Center</b>	<b>Roseburg</b>	<b>Homeless Services, Basic Needs</b>
<b>Onward Roseburg</b>	Roseburg	Homeless Services
<b>Housing First Umpqua</b>	Roseburg	Homeless Services
<b>Roseburg Rescue Mission</b>	Roseburg	Homeless Services
<b>Glide Helping Hands</b>	Glide	Food, Clothing, Firewood

<b>Name</b>	<b>Location</b>	<b>Type of Service</b>
<b>Glide Revitalization</b>	Glide	Services for Wildfire Victims
<b>Salvation Army</b>	Roseburg	Basic Needs
<b>Samaritan Inn</b>	Roseburg	Homeless Services
<b>Saint Vincent DePaul</b>	Roseburg, Myrtle Creek, Sutherlin	Basic Needs
<b>UCAN Energy Assistance/Weatherization</b>	Douglas County	Energy and Water/Sewer Assistance, Housing Rehab
<b>UTrans</b>	Douglas County	Public Transit
<b>DHS</b>	Roseburg, Reedsport	Child Welfare
<b>DHS</b>	Roseburg, Canyonville	Income Support
<b>Advantage Dental</b>	Canyonville, Winston, Sutherlin, Roseburg	Dental
<b>VA</b>	Roseburg	Veterans Healthcare and additional Veteran Service
<b>Veteran's Service Office</b>	Roseburg	Veterans Benefits
<b>Lower Umpqua Hospital</b>	Reedsport	Healthcare
<b>Mercy Medical Center</b>	Roseburg	Healthcare
<b>Umpqua Health</b>	Douglas County	Healthcare/Behavioral Health
<b>CASA of Douglas County</b>	Douglas County	Child Abuse
<b>Legal Aid Services of Oregon</b>	Roseburg	Legal
<b>Oregon Law Center-Coos Bay</b>	Serves western Douglas County	Legal
<b>Common Ground Mediation</b>	Douglas County	Legal
<b>Oregon Department of Justice</b>	Roseburg	Child Support
<b>UCAN Money Management Program</b>	Douglas County	Financial
<b>DHS</b>	Roseburg	Disability, Senior Services
<b>Mentor Oregon</b>	Roseburg	Disability-Related
<b>Umpqua Valley disAbilities Network</b>	Roseburg	Disability Services, Adult Literacy
<b>Sunrise Enterprises</b>	Roseburg	Disability Day Services and Job Services
<b>Community Living Case Management</b>	Douglas County	Intellectual Disability
<b>Oregon Vocational Rehabilitation Office</b>	Roseburg	Disability and Job Services

<b>Name</b>	<b>Location</b>	<b>Type of Service</b>
<b>Douglas County Senior Services</b>	Roseburg	Seniors
<b>Oregon WorkSource Office</b>	Roseburg	Employment
<b>Community Kitchens</b>	Roseburg, Drain, Sutherlin	Food
<b>Food Pantries</b>	Reedsport, Yoncalla, Drain, Sutherlin, Roseburg, Glide, Winston, Riddle, Myrtle Creek, Glendale	Food
<b>UCAN Mobile Outpost</b>	Days Creek, Tiller, Elkton, Diamond Lake, Camas Valley	Food
<b>Feeding Umpqua-UCAN</b>	Countywide	Nutrition Ed
<b>Umpqua Community Veg Education Program</b>	Countywide	Nutrition Ed

## Agency Profile

UCAN’s Douglas County Head Start/Early Head Start program serves children and families throughout Douglas County, with the exception of Reedsport. We offer center-based classes in Sutherlin, Winchester, Roseburg, Green, Winston and Myrtle Creek. In 2022-23 we had a total of 332 Head Start slots available, split between 17 center-based classes. We had 387 children enrolled in the program at some point during the year.

In 2022-23, we had eighty Early Head State slots available. Forty of these slots were center-based, and forty were home-based. Center based slots were available in Roseburg and Sutherlin. We had 116 children enrolled during this time.

The table below provides information on how children qualified for services in both programs:

Eligibility Category	Number
Income at or below 100% FPL	160
Receipt of public assistance	207
Foster care	11
Homeless	76
Eligibility based on other type of need	32
Income between 100%-130% not counted above	17

Our Head Start/Early Head Start children racial/ethnic backgrounds were somewhat more diverse than the general population of people in Douglas County:

Race/Ethnicity	Hispanic/Latino	Non-Hispanic
American Indian/Alaskan Native	1	16
Asian	0	6
Black/African American	1	4
Native Hawaiian/Pacific Islander	0	2
White	73	347
Biracial/Multi-racial	9	27
Other	7	1
Unspecified		1

This is particularly true of children identifying as Hispanic/Latino. The 18% Head Start/Early Head Start children identifying as Hispanic/Latino far exceeded not only the 6.2% of the general population, but also the 10.3% of all County children identifying as

such. Twenty-seven children had a primary language other than English, including eighteen Spanish, five unspecified, two East Asian, one European/Slavic and one African. Of children served, we provided transportation to 219.

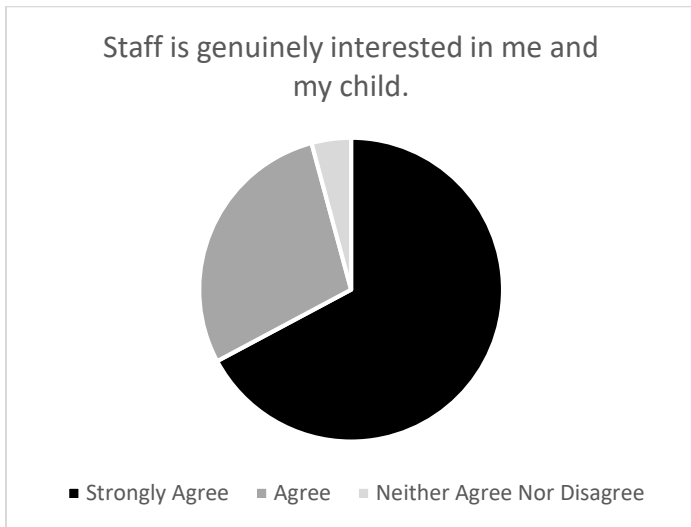
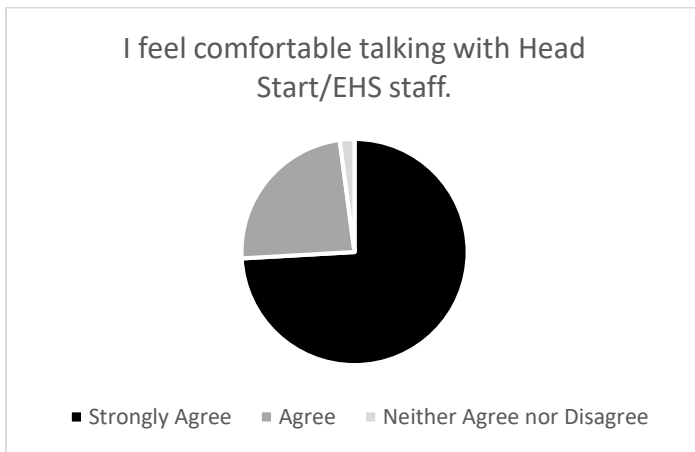
In terms of children's families, 286 children had two-parent families. Of these families, thirteen were headed by grandparents, and eight by foster parents. One hundred ninety children had single-parent families. Of these, 153 had mothers as the single parent, and eleven had fathers as the single parent.

We had 95 total staff operating the program, 30 of whom were former Head Start program parents. Of the total staff, 28 were teachers, 18 were assistant teachers and four were home visitors. Forty-three of this staff identified as White, while five identified as Hispanic/Latino. Four staff were Spanish speakers; one staff member could communicate in ASL. Staff were supported by 433 volunteers, 393 of whom were former or current parents.

At enrollment, 52 children were up-to-date on a schedule of age appropriate preventative and primary health care. At the end of enrollment, that number had increased to 321 children. Three hundred nineteen children received preventative care during the program year. Staff had 32 mental health consults during the year, and 78 children had IDEA eligibility determined. One hundred seven children had an Individualized Education Program at any time during the program year, indicating they were determined eligible to receive special education and related services under the IDEA. Nineteen children had Individualized Family Service Plans at any time during the program year, indicating eligibility to receive early intervention services.

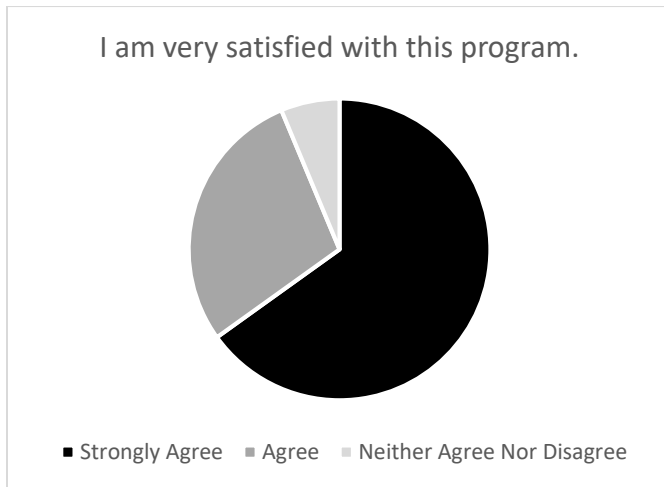
The program undertook surveys of parents, community partners and staff during the program year. The parent survey had 189 respondents. Parents were generally very positive in their responses, whether being asked about instruction, meals, activities or family get-togethers.

Among responses were the following:





The following chart shows the high percentage of parents that agreed or strongly agreed that they were very satisfied with the program.



My son has been learning SO much, his confidence is boosted, and he LOVES being in a learning environment at 4 years old. Head Start Parent

Some areas parents most frequently commented were the biggest strength of the program included:

- Wonderful staff,
- How much children love going to school and how much they are learning, and
- How much children’s development is supported by the program

I have been taking Conscious Discipline classes via Zoom and it has been so helpful in changing the way I parent.  
Early Head Start Parent

Some areas that parents most frequently commented were areas in which the program can improve included:

- Offering more classes,
- Offering more duration classes,
- Offering services at more locations with better busing to locations

Thirty partners responded to our partner survey, including representatives of the Cow Creek Band of the Umpqua Indian Tribe, healthcare providers, behavioral health providers, and the local educational service district. The partners participating in the survey provide over twenty separate services to Head Start families in Douglas County. Many partners reported on the great job that Head Start is doing to help community partners network and share resources. Some other common comments included:

- Positive communication,
- Good coordination of community resources, and
- Strong collaboration

We are collaborating very well. The team at Head Start is amazing!  
Community Partner

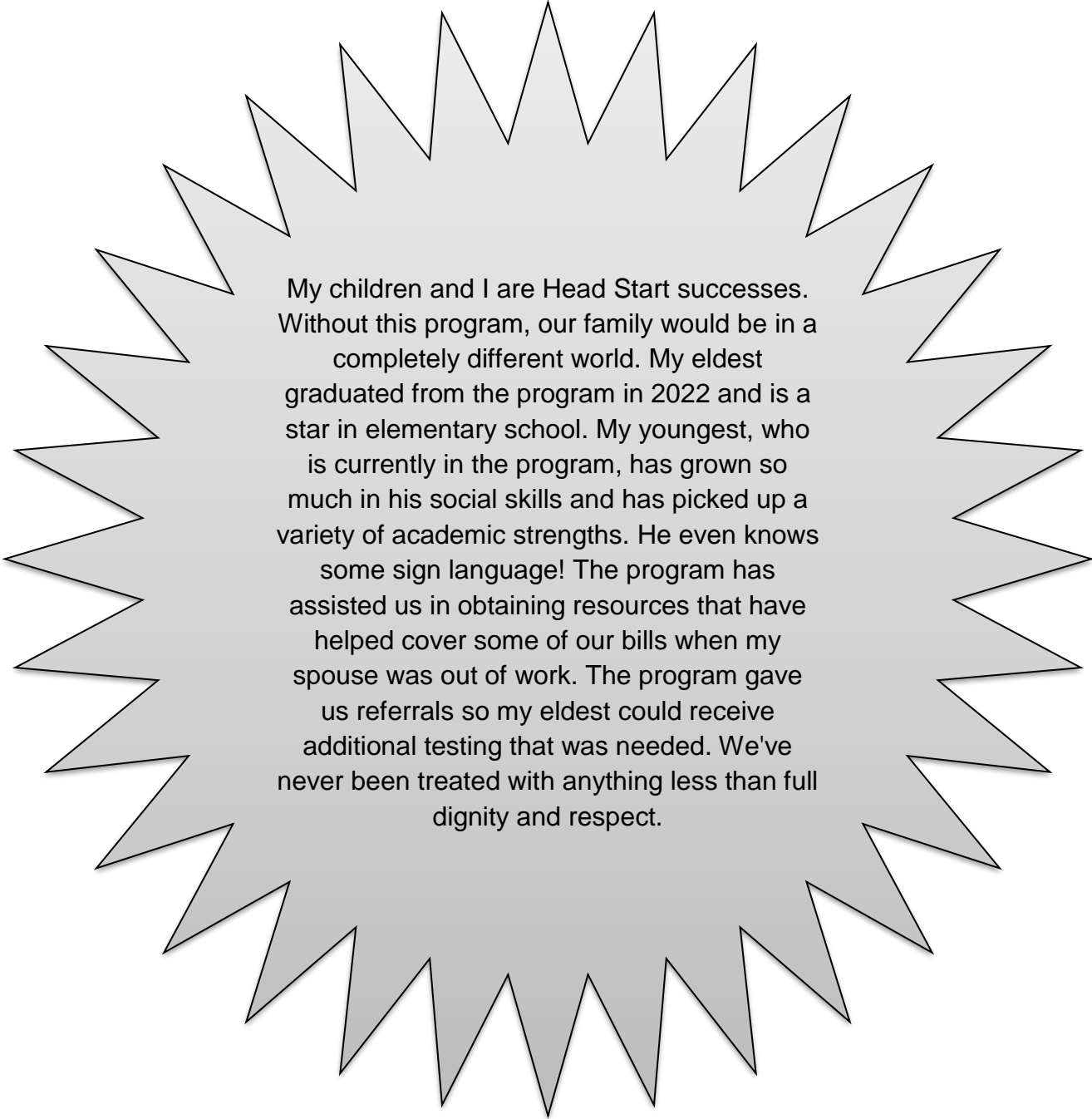
Staff satisfaction and well-being is critical to the success of our program. In our survey of staff, staff generally reported that the most enjoyable part of their work was watching children learn and grow, and the most challenging was dealing with staffing shortages and the resulting difficulties in addressing children’s negative behaviors. Ninety or more percent of staff reported:

- Feeling treated fairly and equitably by other Head Start staff always or most of the time,
- Getting enough or more than enough support from their supervisor, and
- Learning a lot or some new things in trainings.

The greatest strength noted was how close staff feel to one another. The greatest challenge reported was the need for more funding.

We are like family and support and care for our families.  
Staff Member

Sometimes a single story better reflects the impact our Head Start program has on families than statistics and survey data. The following is one of many positive stories parents shared with us this year:



My children and I are Head Start successes. Without this program, our family would be in a completely different world. My eldest graduated from the program in 2022 and is a star in elementary school. My youngest, who is currently in the program, has grown so much in his social skills and has picked up a variety of academic strengths. He even knows some sign language! The program has assisted us in obtaining resources that have helped cover some of our bills when my spouse was out of work. The program gave us referrals so my eldest could receive additional testing that was needed. We've never been treated with anything less than full dignity and respect.

## FUTURE PLANS

Based on an analysis of this assessment, activities planned for the next five years include:

1. Expand EHS center-based slots in South Douglas County: We plan to expand slots made available in the area of Riddle/Tri-City by increments of eight, so we end up with 24 new EHS slots in five years. Given the poor educational outcomes many South Douglas County schools are experiencing, we intend to provide the support needed so that more students meet English language arts and math achievement standards and graduate on time from school.
2. Increase our pool of substitutes: Based on input that staff are feeling the need for more staffing, we plan on increasing our pool of substitutes. We recently received approval to reduce class sizes to 17, and think that together these measures will support staff.
3. Hire our own mental health specialist: We plan to further support staff by hiring a mental health professional specializing in issues common to young children and their families.
4. Increase WIC participation: Given local high rates of child food insecurity, we plan to increase enrollment of our families in the WIC program offered by UCAN.
5. Make greater efforts to recruit pregnant women: Because we had no pregnant women participating in our program last year, we plan to enhance recruitment efforts to serve more pregnant women in Early Head Start. One strategy will be to work with our other Early Childhood programs at UCAN to obtain cross-referrals for services to pregnant women.
6. Increase transportation: A number of parents reported that we need more buses to get children to sites. Given transportation barriers experienced by many low-income families in our area, we will work to recruit more bus drivers. Recent, historically low unemployment rates have made it more difficult to hire and retain drivers. With the federal government continuing to raise interest rates, unemployment is expected to rise some in the upcoming years, making it easier for us to find bus drivers.
7. Offer free college education to parents: Working in conjunction with our local community college, we are building an internship program so parents who work for Head Start qualify to take classes for free at the college, allowing them to work toward their associate degree in early childhood education.
8. Offer low-cost childcare to Head Start staff: As our area has a severe shortage of affordable childcare, we are working with community partners to create a childcare program that would provide lower-cost childcare to staff, including Head Start staff. We see this as a key way to reduce staff turnover.