REFERENCES


Harrington, Michael. 1962. *The Other America: Poverty in the United States.* New York:


APPENDIX A

Small Area Income and Poverty Estimate Program Methodology

The data analyzed in this report are based in part on estimates of people in poverty prepared by the U.S. Census Bureau as part of its Small Area Income and Poverty Estimates (SAIPE) program. Portions of these estimates have been the subject of considerable analytical scrutiny due to the fact that federal legislation calling for estimates of the numbers of related children ages 5-17 living in poverty also called on the National Research Council (NRC) of the National Academy of Sciences to establish a panel of experts to study the estimates and to make a recommendation to the Secretary of the Department of Education regarding their statistical adequacy for allocating to federal funds to school districts under Title I of the Elementary and Secondary Education Act. Findings by the NRC Panel on Estimates of Poverty for Small Geographic Areas have, to date, been reported in three published interim reports (National Research Council, 1997, 1998, 1999).

With respect to the Census Bureau’s estimates for counties of children ages 5-17 in families with incomes below the poverty level, the NRC panel, on the basis of its own studies as well as Census Bureau evaluations of its estimation model and reasonable alternative models, issued a carefully and narrowly worded recommendation: "[T]hat the Census Bureau’s revised 1993 county estimates of poor school-age children be used in the Title I allocations for the 1998-1999 school year" (National Research Council, 1998:3).

Three things must be noted with respect to this recommendation:

First, the scope of the recommendation pertains exclusively to the use of the Census Bureau’s estimates of poor school-age (5-17) children for making allocations to counties under the Title I program. The recommendation is based on the panel’s conclusion that use of the revised model-based estimates for 1993 is preferable to using outdated 1990 Census-based estimates for such allocations, and, in particular, the panel withholds any mention of the potential utility of these numbers for other uses. Indeed, the Census Bureau’s own technical documentation for the SAIPE program (U.S. Census Bureau, 1999a) specifically cautions the user who wishes, for example, to
compare census-based estimates of poverty with inter-censal model-based estimates of poverty, or inter-censal estimates for two different years, exactly what we attempt to do in the present report.

Second, the recommendation pertains only to the Census Bureau’s estimates of poor school-age (5-17) children. At the present time, the Bureau’s SAIPE program is producing estimates of the number of poor and poverty rates for age groups 0-17, 5-17 and all ages. While the full extent of the Census Bureau’s examination of the models for age groups 0-17 and all ages is unknown, some evaluation data are available on the Census Bureau’s homepage (U.S. Census Bureau, 1999a). It is important to note, however, that the models for estimates of poverty of persons 0-17 and all ages were not examined by the NRC panel. It is the estimates of total poverty that are the focus of the present report.

Third, even the estimates of poor school-age (5-17) children suffer from errors that often are quite large. Based on the NRC panel studies (see, in particular, National Research Council, 1998), we know that the revised 1993 estimates of poor school-age children are based on a model which suffers a small bias in the estimates with respect to county size and proportion of Hispanic residents. Moreover, the model shows evidence of "variance heterogeneity with respect to both CPS sample size and poverty rate" (p. 41). Both are observations that prompted the panel to suggest further research into alternative model specifications. Indeed, while the NRC panel concluded that the Census Bureau’s estimation model performed as well as, or better than, alternative models that were tested, the panel recommended considerable further model experimentation and testing. Data users who have examined the county estimates have noted, as do we, that most of the estimates have uncomfortably wide confidence intervals.

Finally, the NRC panel has drawn attention to the fact that census-based estimates of poverty and CPS-based model estimates of poverty have systematic differences that arise from differences in data collection procedures between the decennial census and the CPS (see, in particular, National Research Council, 1997:Appendix B). There is some evidence that when compared to the 1990 Census, CPS-based poverty estimates of the number and proportion of school-age children are higher. This fact, when considered alongside the additional fact that census-based estimates of poverty themselves are based on a sample of the population (and thereby suffer from sampling
error), adds further complexity to the task of gauging the trends in poverty among counties between 1990 and any subsequent year -- a task we herein undertake.
APPENDIX B

Economic Research Service Economic and Policy Typology Definitions

Farming dependent counties: Farming contributed a weighted annual average of 20 percent of more of total labor and proprietor income over the three years from 1987 to 1989.

Mining dependent counties: Mining contributed a weighted annual average of 15 percent or more of total labor and proprietor income over the three years from 1987 to 1989.

Manufacturing dependent counties: Manufacturing contributed a weighted annual average of 30 percent or more of total labor and proprietor income over the 3 years from 1987 to 1989.

Government dependent counties: Government contributed a weighted annual average of 25 percent of more of total labor and proprietor income over the 3 years from 1987 to 1989.

Services dependent counties: Service activities (private and personal services, agricultural services, wholesale and retail trade, finance and insurance, transportation and public utilities) contributed a weighted annual average of 50 percent of more of total labor and proprietor income over the 3 years form 1987 to 1989.

Non-specialized counties: Counties not classified as a specialized economic type over the 3 years from 1987 to 1989.

Retirement destination counties: The population aged 60 years and over in 1990 increased by 15 percent of more during 1980-90 through in-migration of people.

Federal lands counties: Federally owned lands made up 30 percent of more of a county’s land area in the year 1987.

Commuting counties: Workers aged 16 years and over commuting to jobs outside their county of residence were 40 percent or more of all the county’s workers in 1990.
**Persistent poverty counties:** Persons with poverty-level income in the preceding year were 20 percent of more of total population in each of 4 years: 1960, 1970, 1980 and 1990.

**Transfer dependent counties:** Income from transfer payments (Federal, state and local) contributed a weighted annual average of 25 percent or more of total personal income over the 3 years from 1987 to 1989.
APPENDIX C

Appalachian Poverty Measures

Table C.1: Appalachian Poverty by State

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Note: Poverty rates by state within Appalachia only include counties designated as Appalachian.
Table C.2: 
Poverty Rates by Developmental Districts for Appalachia.

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**Note:** Some developmental districts include non-Appalachian counties that do not appear in this table.
Table C.3:
Poverty Rates by Urban Continuum Code for Appalachia

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<td>Non-metro, 20,000 urban population, adjacent to metro</td>
<td>20</td>
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<td>15.1%</td>
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<td>Non-metro, 2,500-19,999 urban population, non-adjacent to metro</td>
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<td>Non-metro, rural, adjacent to metro</td>
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<td>Non-metro, rural non-adjacent to metro</td>
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<td><strong>16.1%</strong></td>
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Table C.4:
Poverty Rates by USDA Non-metropolitan Economic and Policy Functions

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APPENDIX D

Distressed Status Designation Methodology

This report determines distressed status of Appalachian counties using the current ARC indicators. The poverty data to determine distressed status was derived from the 1980 and 1990 U.S. Censuses of Population and Housing (U.S. Census Bureau, 1982 and 1992) and the U.S. Census Bureau Small Area Income and Poverty Estimates (U.S. Census Bureau, 1999a). This report uses three-year average unemployment rates derived from *USA Counties 1998* (U.S. Census Bureau, 1999b) and three-year average per capita market income derived from the *Regional Economic Information System 1969-98* (U.S. Bureau of Economic Analysis, 2000). The use of the three-year averages for unemployment and per capita market income accounts for the differences in distressed counties between this report and Wood and Bischak (2000).

National Averages and Distressed Standards (in parentheses)

**1980**
- Poverty Rate - 12.4% (18.6%; 24.8%)
- Unemployment Rate - 6.87% (10.3%)
- Per Capita Market Income - $9,124 ($6,083)

**1990**
- Census Poverty Rate - 13.1% (19.7%; 26.2%)
- SAIPE Poverty Rate - 13.1% (19.7%; 26.2%)
- Unemployment Rate – 5.9% (8.85%)
- Per Capita Market Income - $18,114 ($12,076)

**1994**
- SAIP Poverty Rate - 15.1% (22.7%; 30.2%)
- Unemployment Rate – 6.14% (9.21%)
- Per Capita Market Income - $21,271 ($14,181)

**1996**
- SAIPE Poverty Rate – 13.8% (20.7%; 27.6%)
- Unemployment Rate – 5.25% (7.87%)
- Per Capita Market Income - $23,089 ($15,393)
APPENDIX E

Appalachian Distressed Counties 1980 – 1996

Table E.1:

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P = County poverty rate at or above 150% of national average
P*= County poverty rate at or above 200% of national average
U= County unemployment rate at or above 150% of national average
I = County per capita market income at or below 2/3 of national average
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U = County unemployment rate at or above 150% of national average
I = County per capita market income at or below 2/3 of national average
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