

# Changing Rural Populations and Impact on Public Policy

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# Overview of the Presentation

- Populations in rural areas in 2010 will not resemble populations in 1990
- There are opportunities to influence population trends
- Requires thinking in terms of places and integration of policies
- Translation: Health policy issues of 2002-2004

# Population Movement

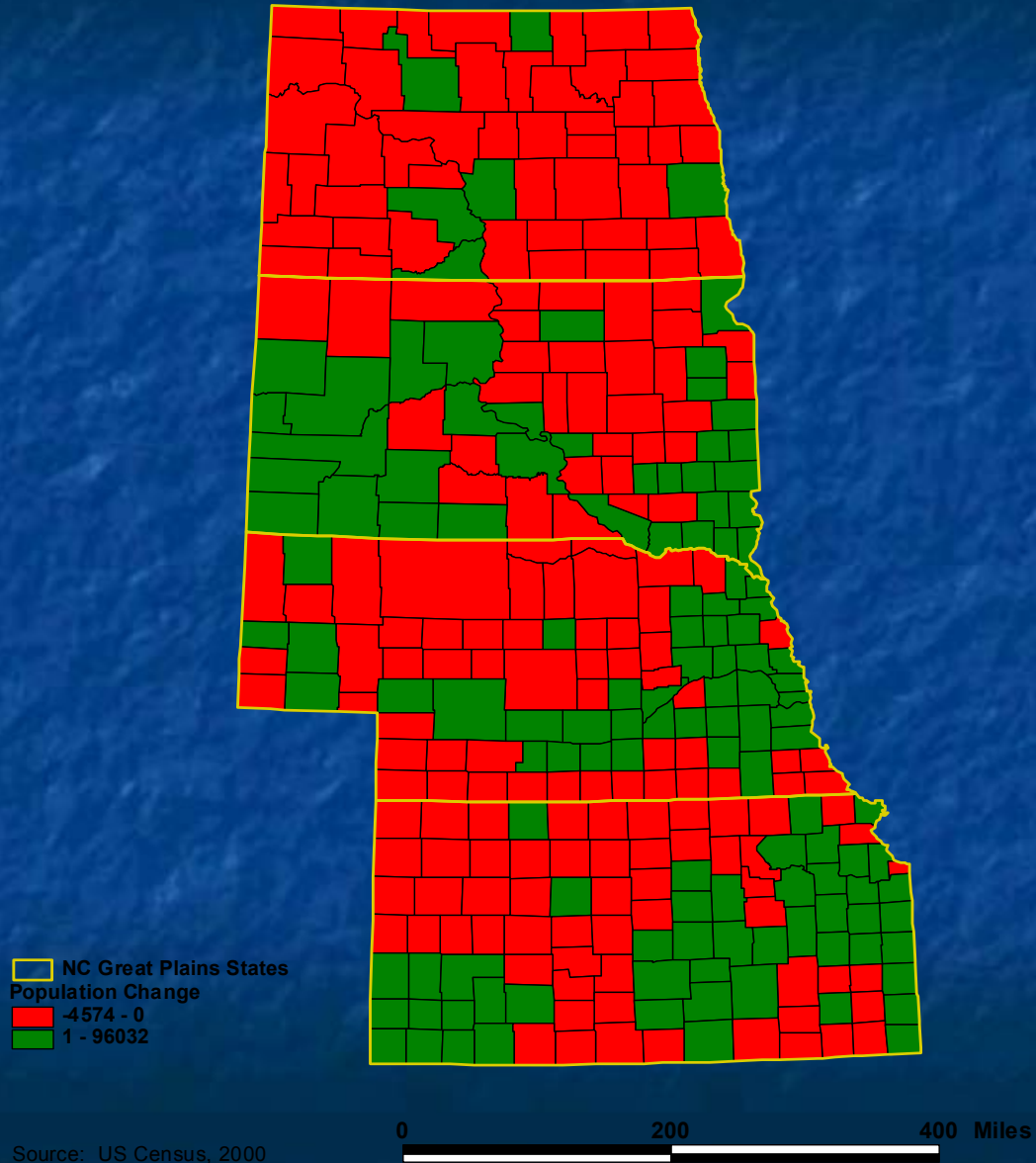
- Who is leaving?
- Who is Staying?
- Who is Coming?
- What is the resulting Settlement Pattern?



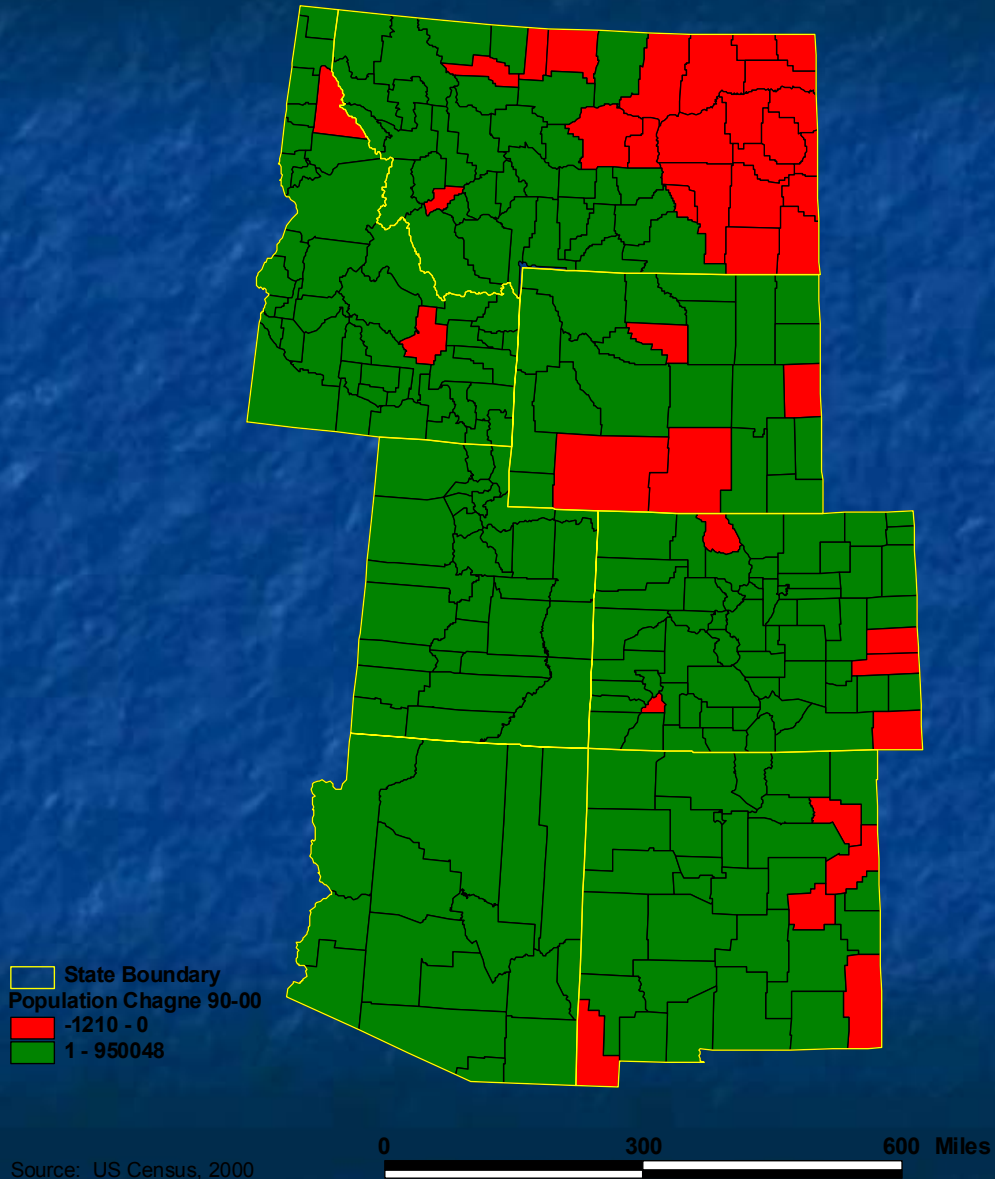
# Who is Leaving?

- Northern Great Plains States
- Rocky Mountain States
- The Carolina's

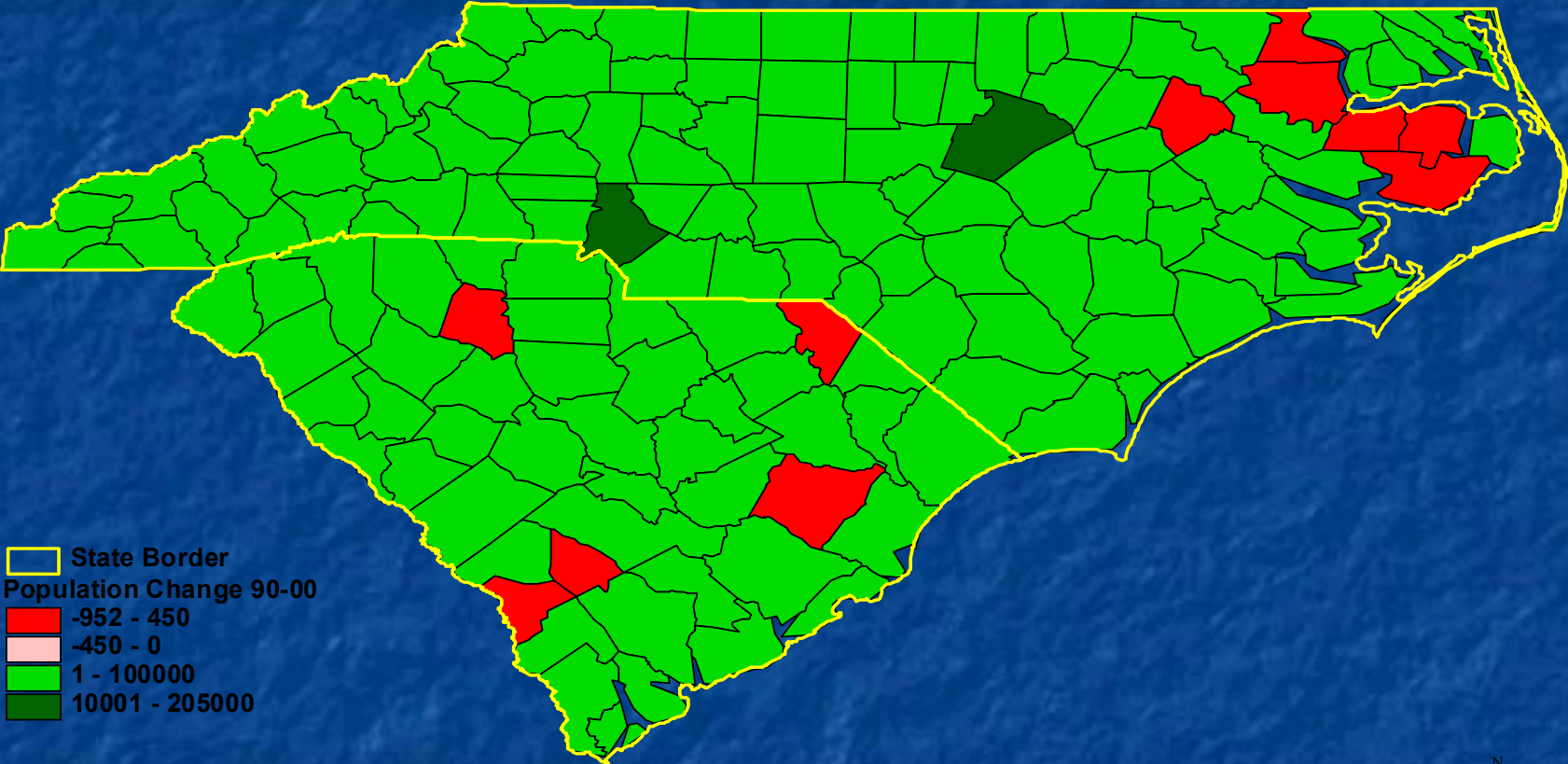
# Depopulation of the Northern Great Plains 1990 to 2000



# Thinning of the West 1990 - 2000



# North Carolina and South Carolina Population Change 1990 - 2000



Source: US Census, 2000



# Are We Losing Something of Value?

- Small rural communities to ghost towns?
- Stewardship of the land?
- Part of our cultural heritage?



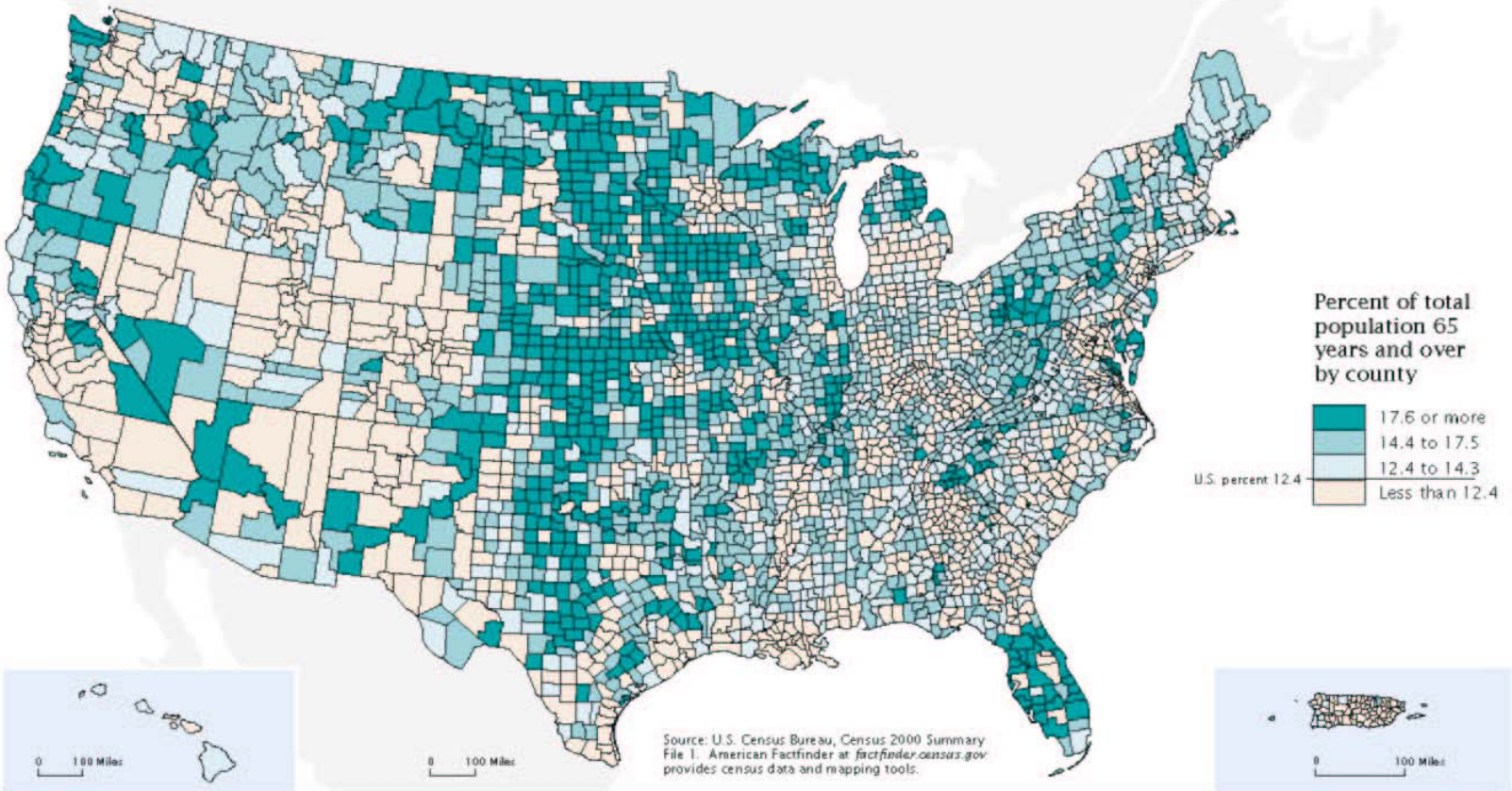
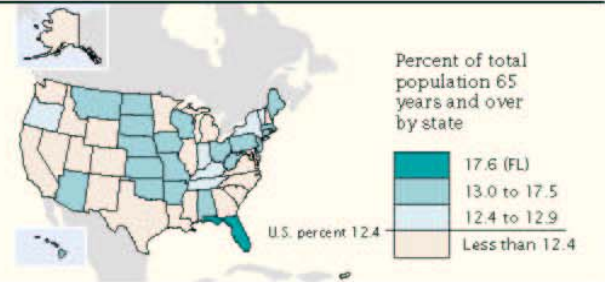
# Who is Staying and Where?

- Elderly (Graying of Rural America)
- Transportation and Trade Centers
- The Poor

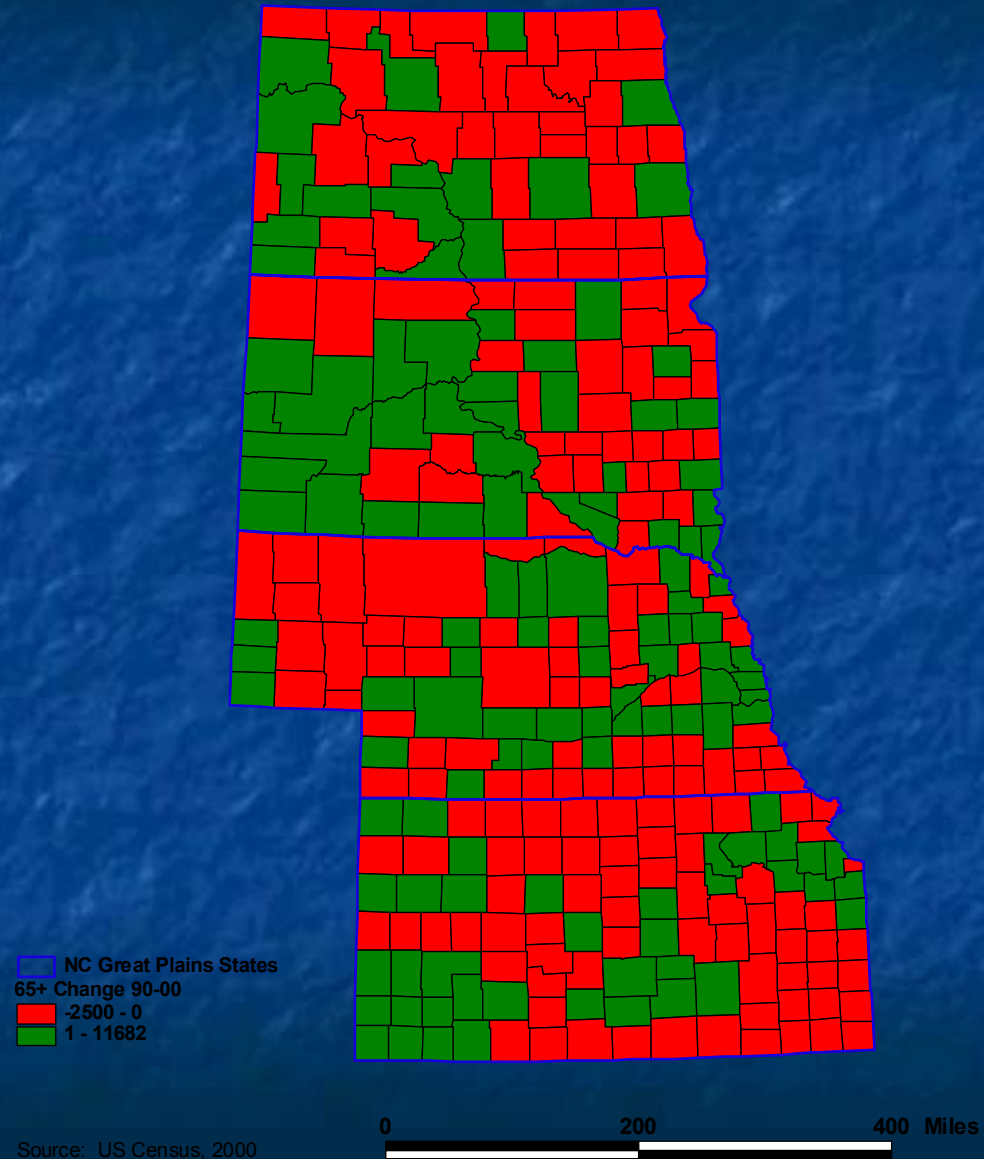


**Figure 3.**  
**Percent 65 Years and Over: 2000**

For information on confidentiality protection, nonsampling error, and definitions, see [www.census.gov/prod/cen2000/doc/st1.pdf](http://www.census.gov/prod/cen2000/doc/st1.pdf)

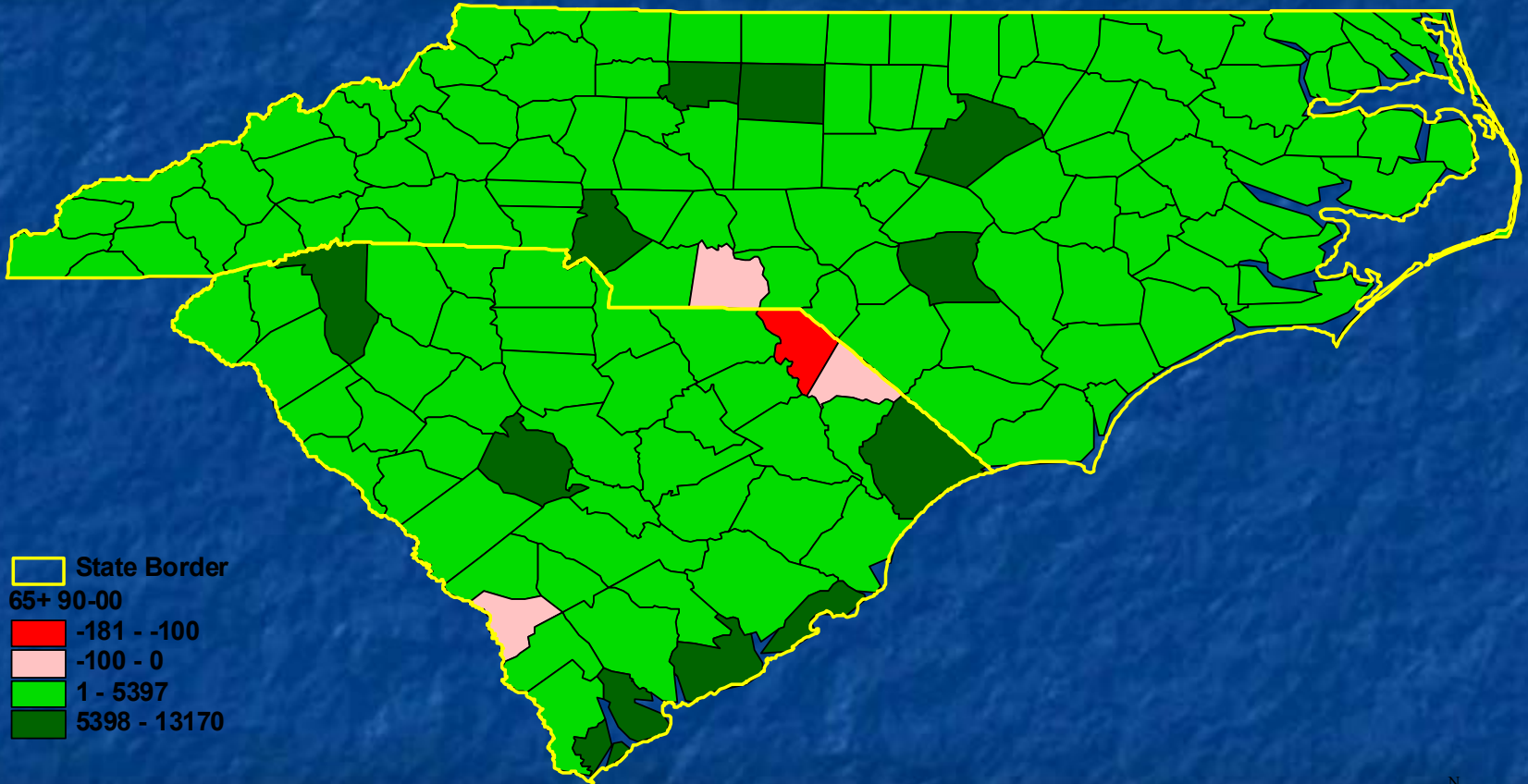


# Change in Age 65 and Older Cohort (1990 - 2000)





# Change in Age 65+ Cohort (1990 - 2000)



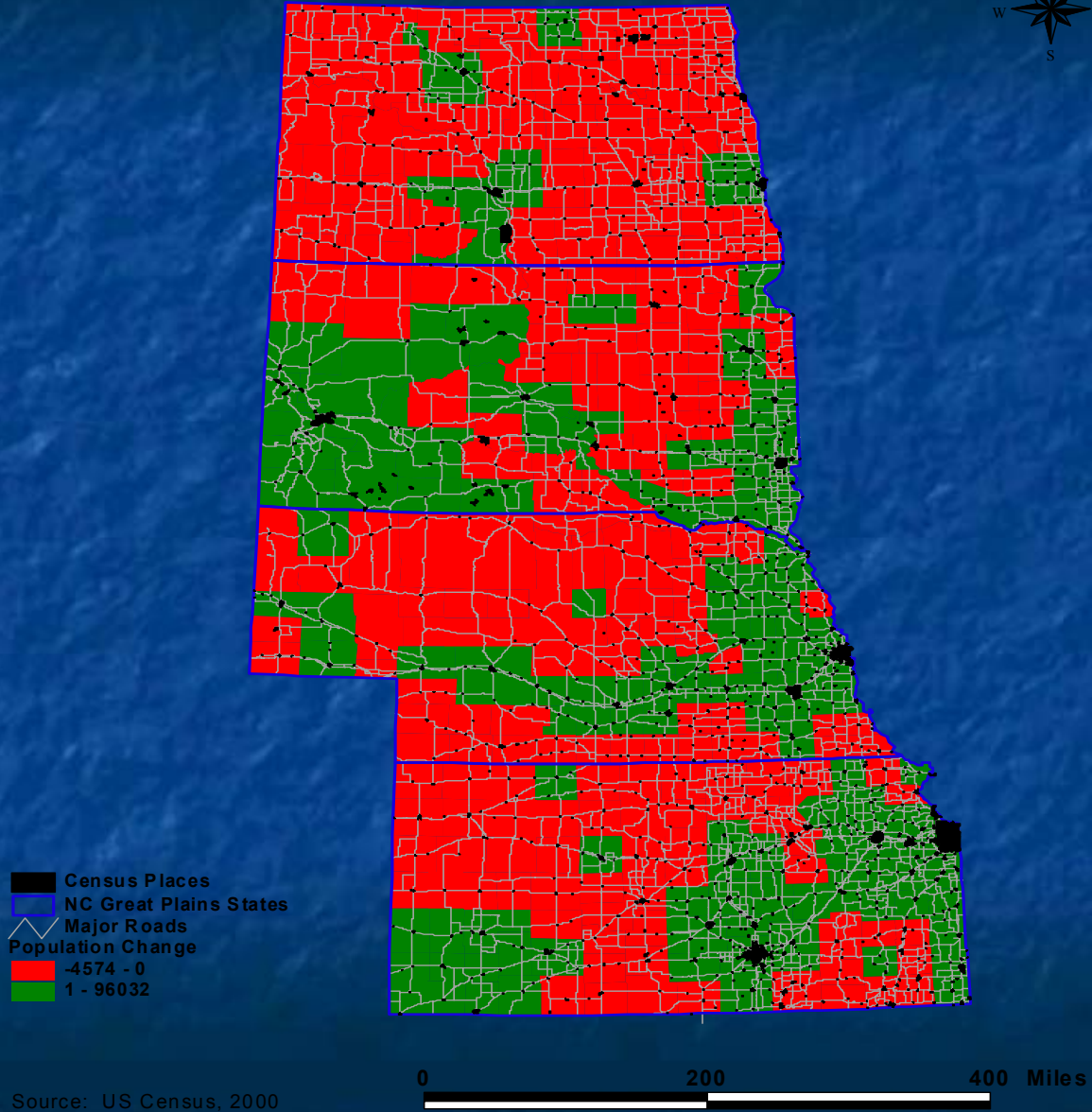
0 200 400 Miles



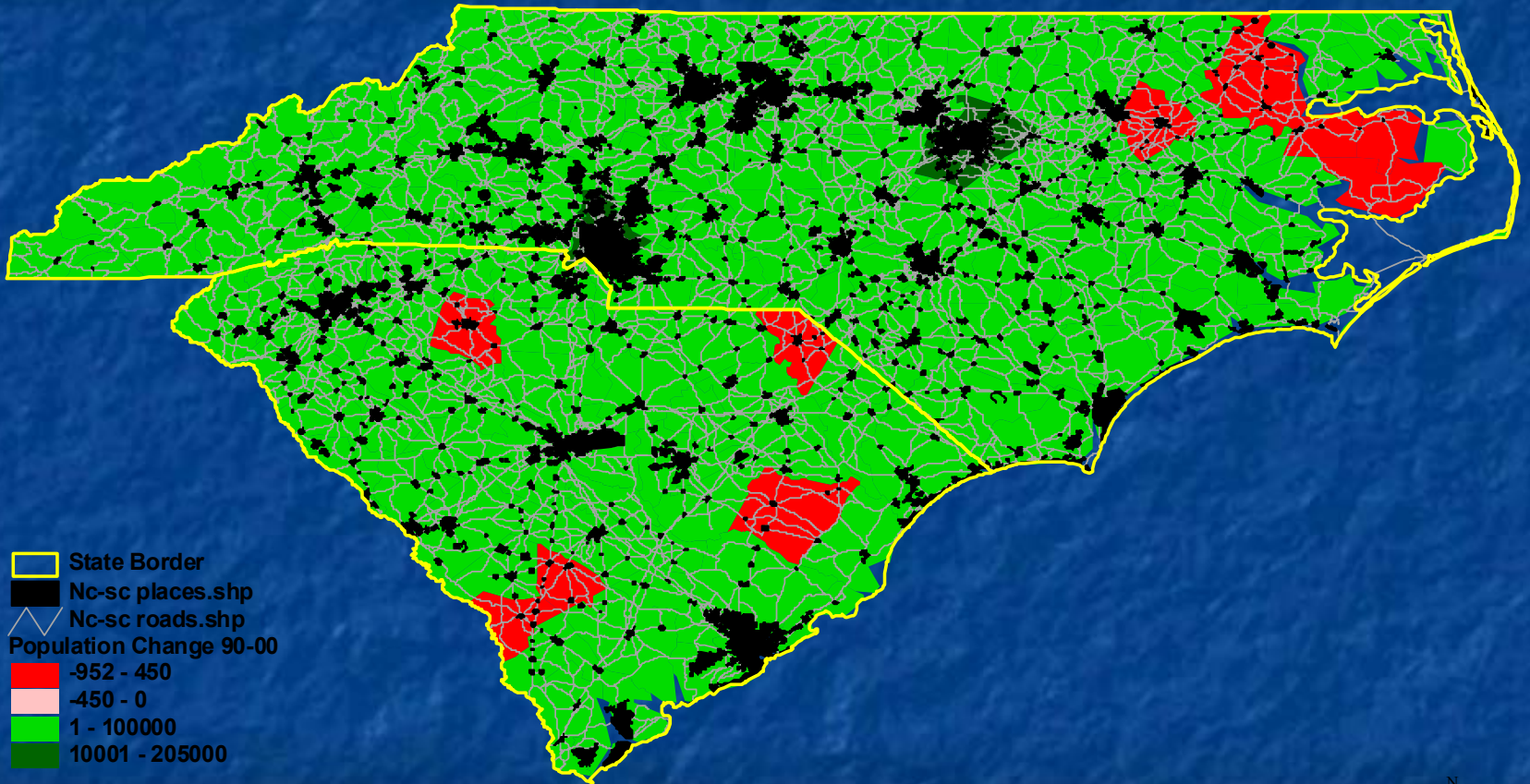
Source: US Census, 2000



# Population Change in Relation to Trade Centers and Transportation Corridors (1990 - 2000)



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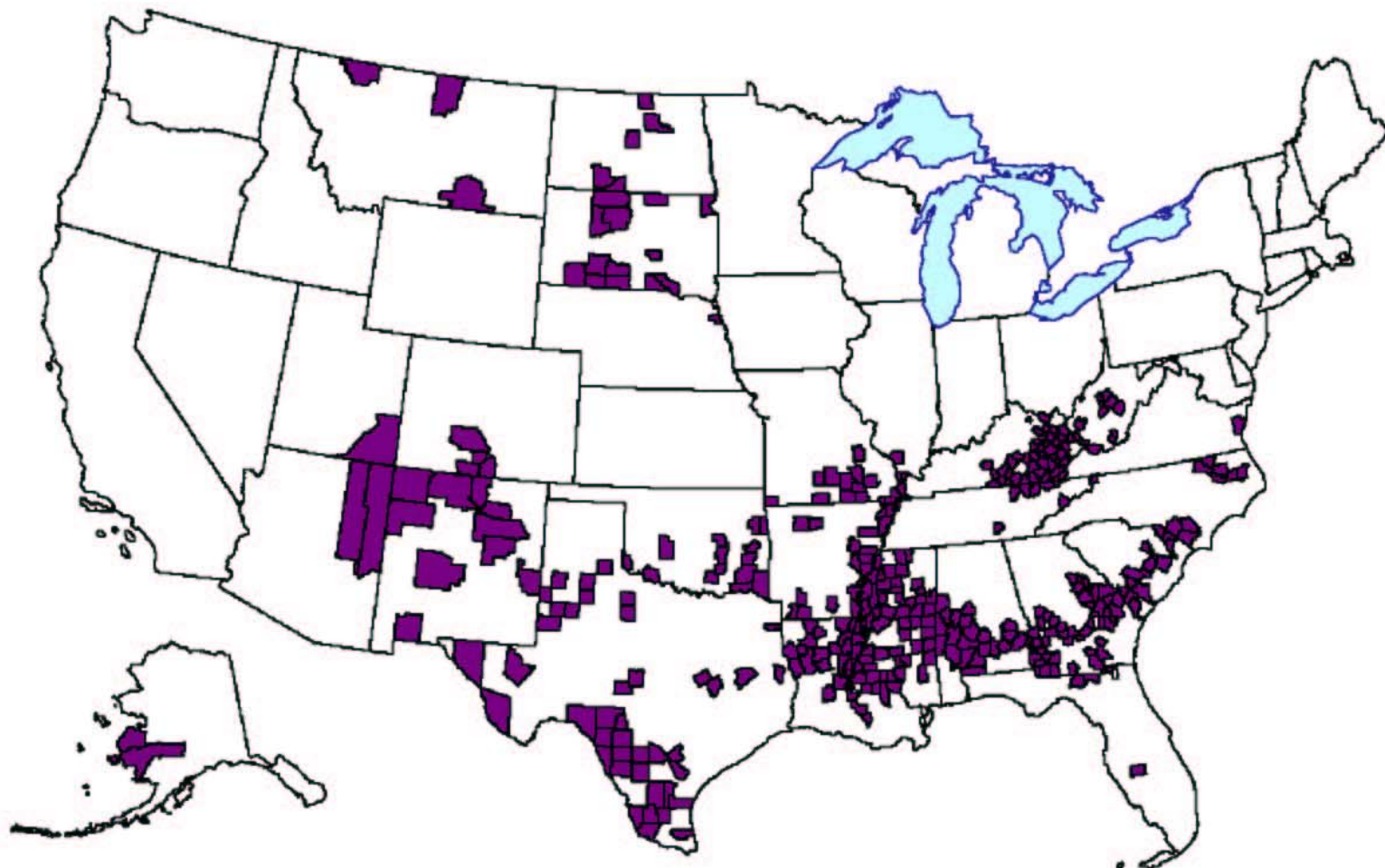
0 200 400 Miles



Source: US Census, 2000

# Nonmetro Persistent Poverty Counties

Poverty Rates of 20% or more in 1960, 1970, 1980, 1990 and 2000



 Nonmetro Persistent Poverty Counties (361)

Source: Economic Research Service, USDA and  
U.S. Census Bureau  
2000 Update Prepared and Mapped by RUPRI



# Why are They Staying?

## Ties to the land

- Karen Ott in Nebraska: "Our names are written on the land. It captures your heart and it doesn't let go very easily." (Omaha World Herald, October 27)
- Frank Popper: "The Plains chooses its own. These are people who are going to stay." (Ibid)

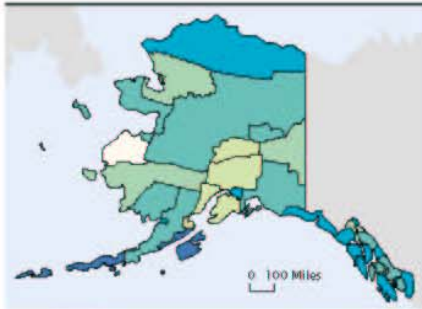
## Economically dependent

- High rates of poverty
- Costs and risks of leaving are barrier to moving
- Desperate hope for resurgence



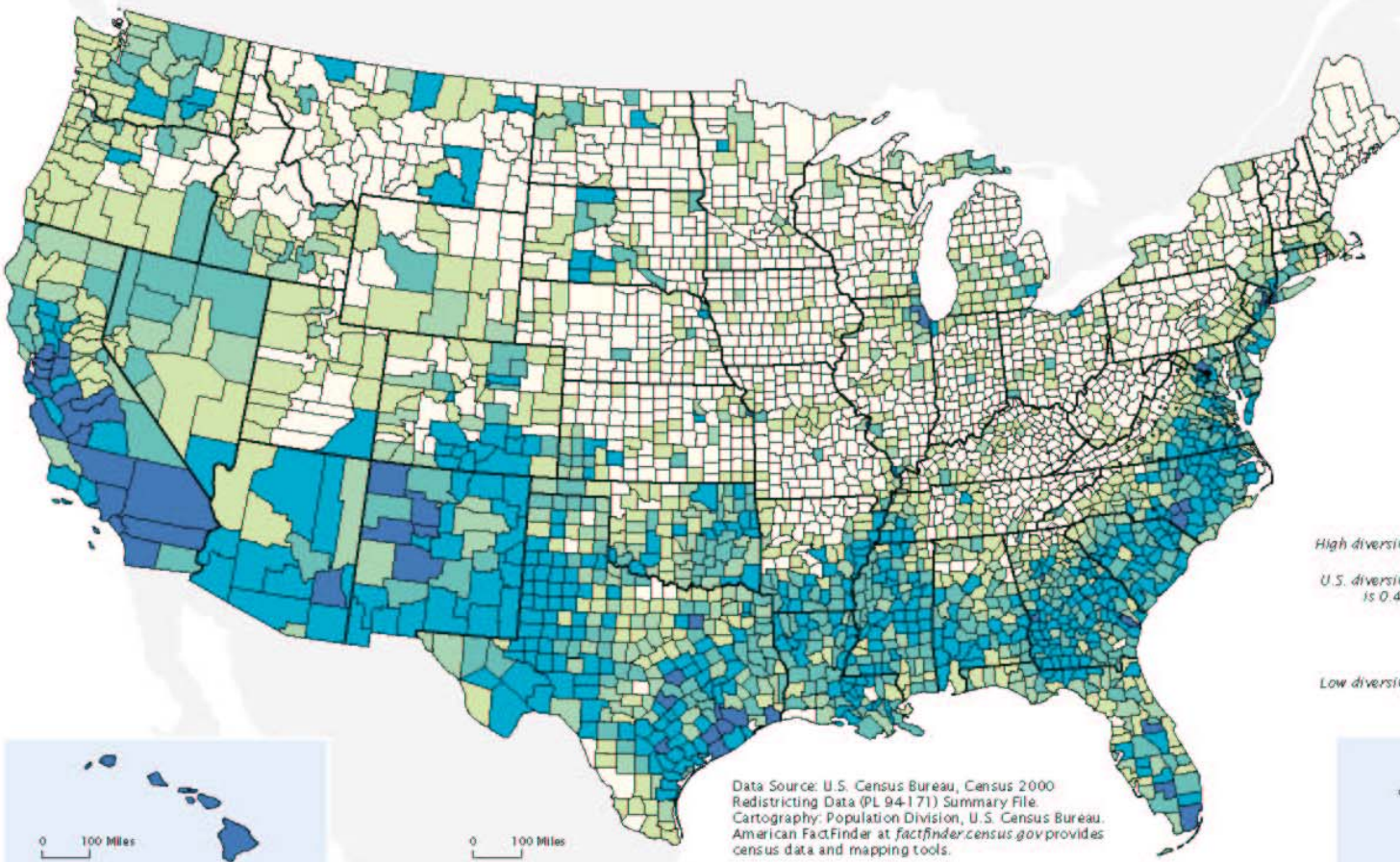
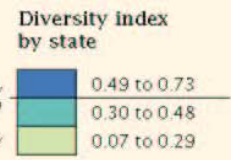
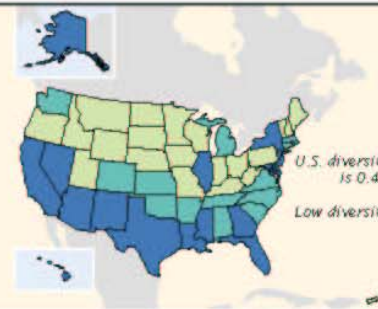
# Who is Coming?

- Natural Increase and Immigration
  - Nationally
  - Regionally

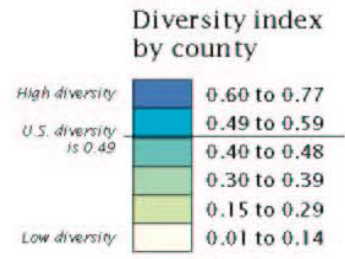


# Diversity, 2000

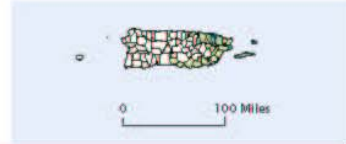
## Hispanic or Latino Origin and All Races



The diversity index reports the percentage of times two randomly selected people would differ by race/ethnicity. Working with percents expressed as ratios (a.g., 63 percent = 0.63), the index is calculated in three steps: A. Square the percent for each group, B. Sum the squares, and C. Subtract the sum from 1.00. Eight groups were used for the index: 1. White, not Hispanic; 2. Black or African American; 3. American Indian and Alaska Native (AIAN); 4. Asian; 5. Native Hawaiian and Other Pacific Islander (NHOPi); 6. Two or more races, not Hispanic; 7. Some other race, not Hispanic; and 8. Hispanic or Latino. People indicating Hispanic origin who also indicated Black, AIAN, Asian, or NHOPi were counted only in their race group (0.5 percent of the population). They were not included in the Hispanic group.



Data Source: U.S. Census Bureau, Census 2000 Redistricting Data (PL 94-171) Summary File. Cartography: Population Division, U.S. Census Bureau. American FactFinder at [factfinder.census.gov](http://factfinder.census.gov) provides census data and mapping tools.







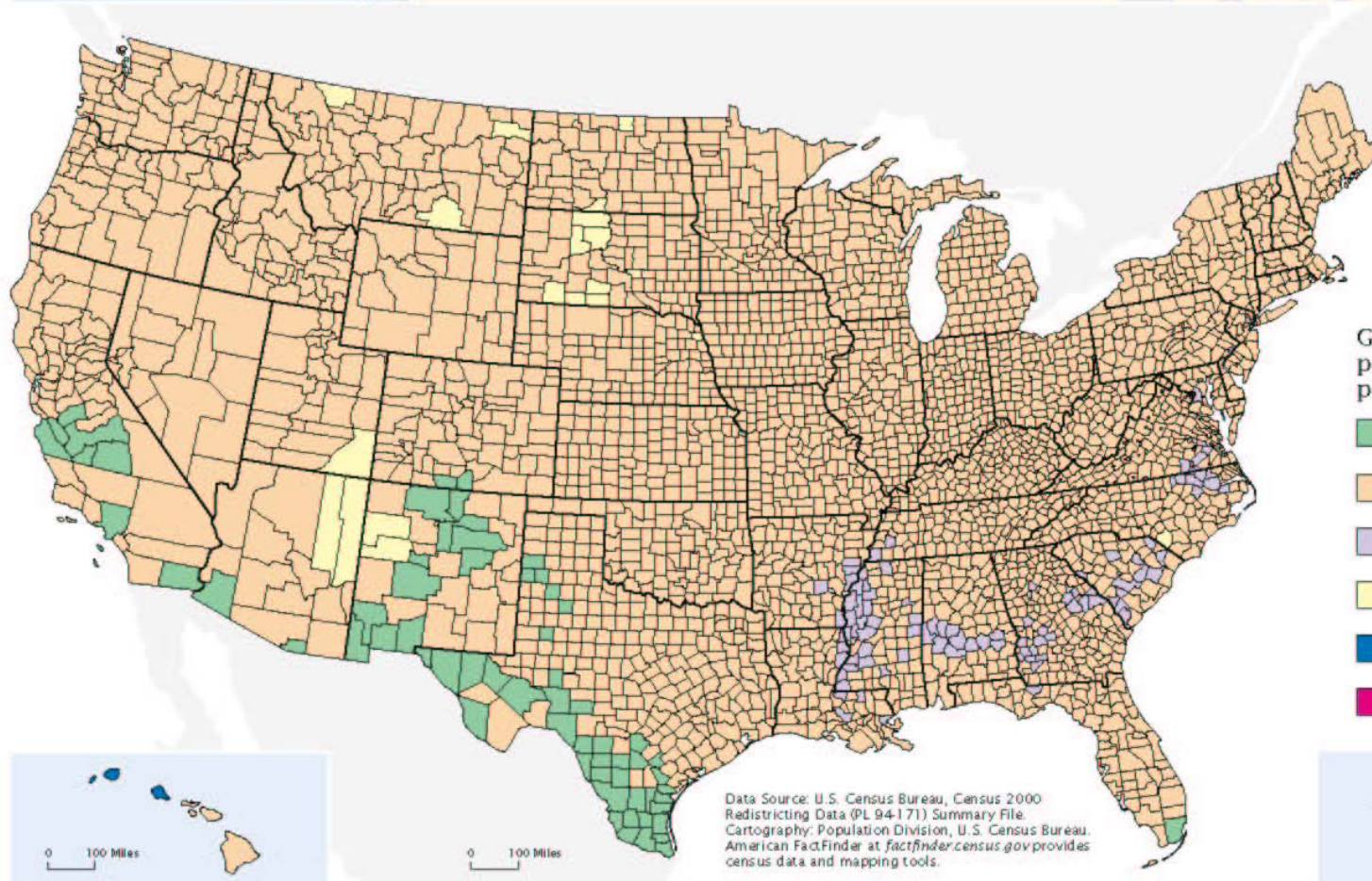
## Prevalence, 2000

### Hispanic or Latino Origin and All Races



Group with highest percent of state population

- Hispanic (PR)
- White, not Hispanic
- Black (DC)
- Asian (HI)



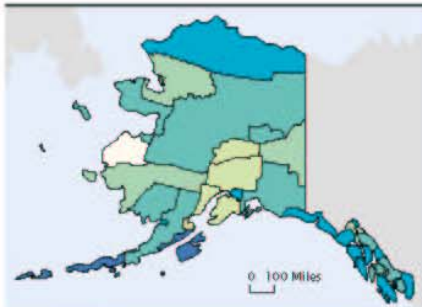
Percents for non-Hispanic "Some other race" and "Two or more races" groups were not highest in any state or county. Percents for AIAN and NHOPI were not highest in any state. People of Hispanic origin who are not White were counted in the Hispanic group and were also counted in the Black, AIAN, Asian, and NHOPI group they indicated. Each of these people was counted twice in the comparison of percentages (0.5 percent of the population).

Group with highest percent of county population

- Hispanic or Latino
- White, not Hispanic or Latino
- Black or African American
- American Indian and Alaska Native (AIAN)
- Asian
- Native Hawaiian and Other Pacific Islander (NHOPI)

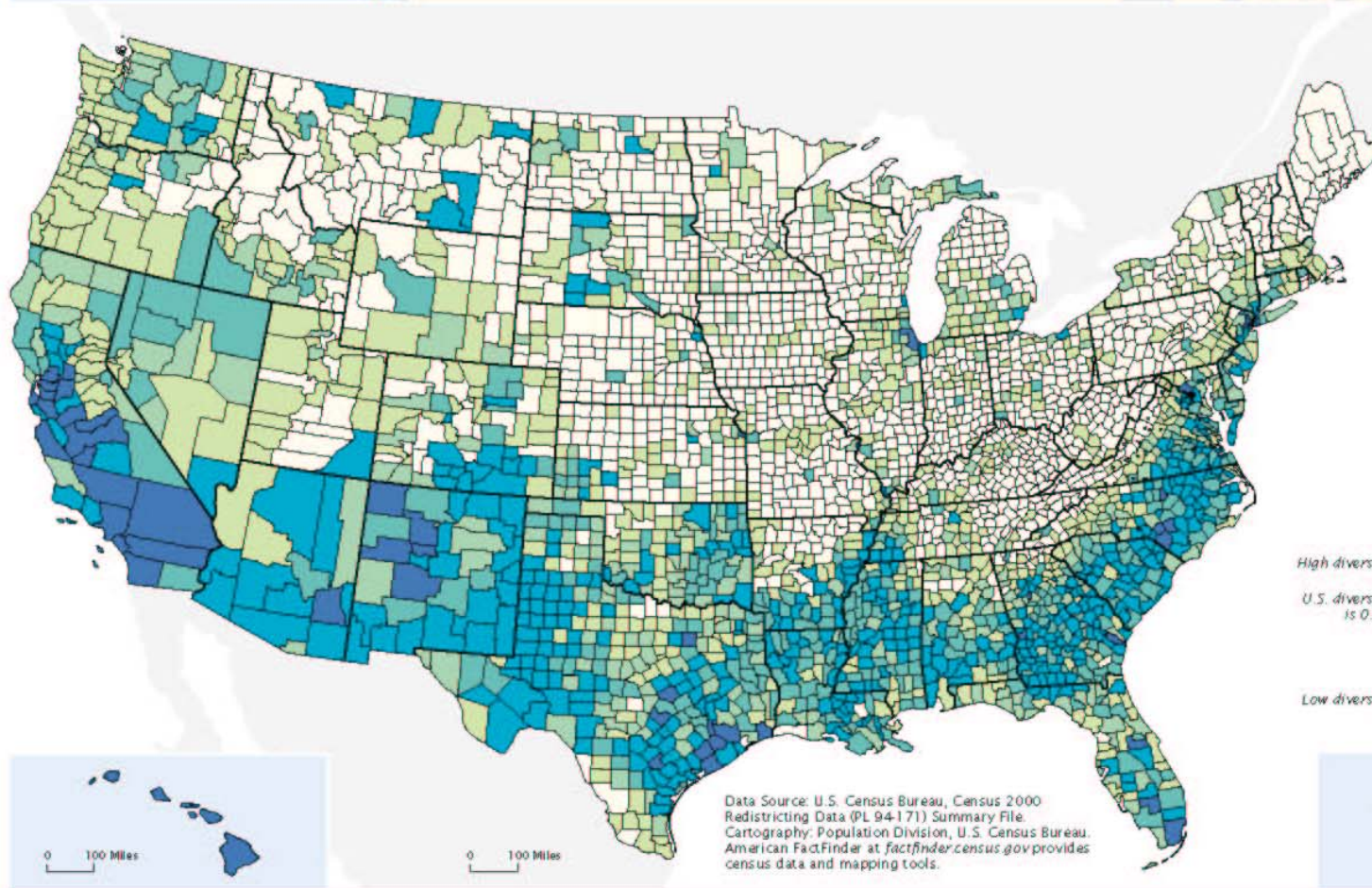
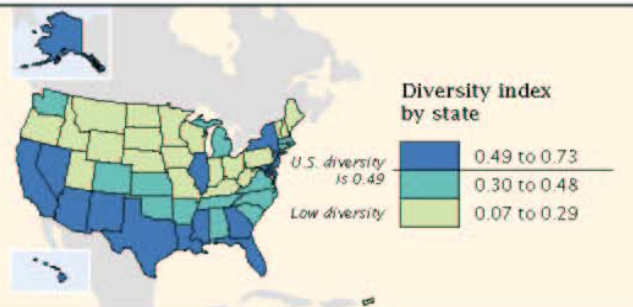
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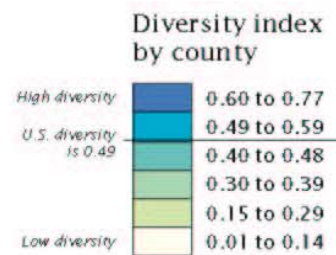


## Diversity, 2000

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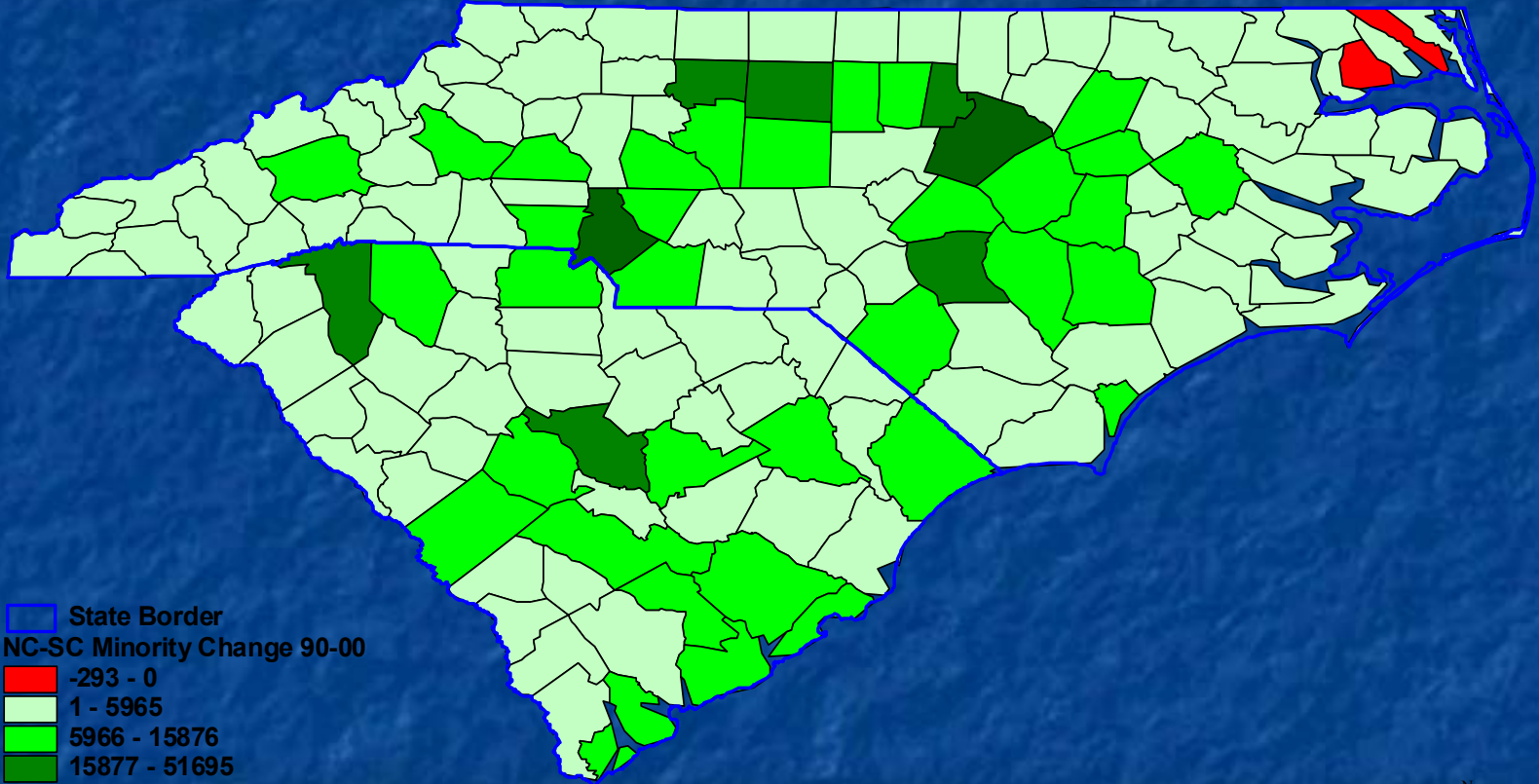


Data Source: U.S. Census Bureau, Census 2000 Redistricting Data (PL 94-171) Summary File. Cartography: Population Division, U.S. Census Bureau. American FactFinder at [factfinder.census.gov](http://factfinder.census.gov) provides census data and mapping tools.





# North Carolina & South Carolina Minority Population Change 1990 - 2000

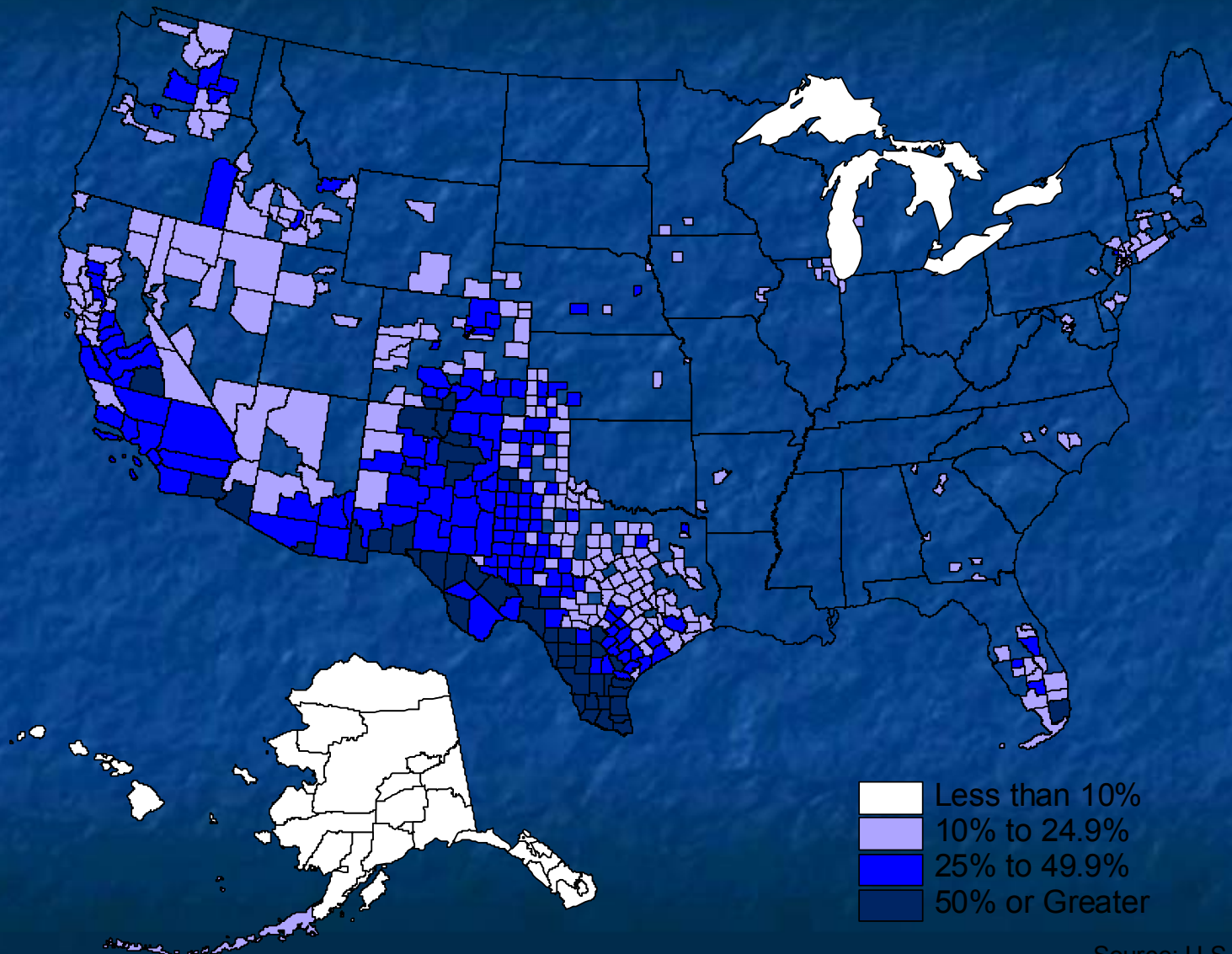


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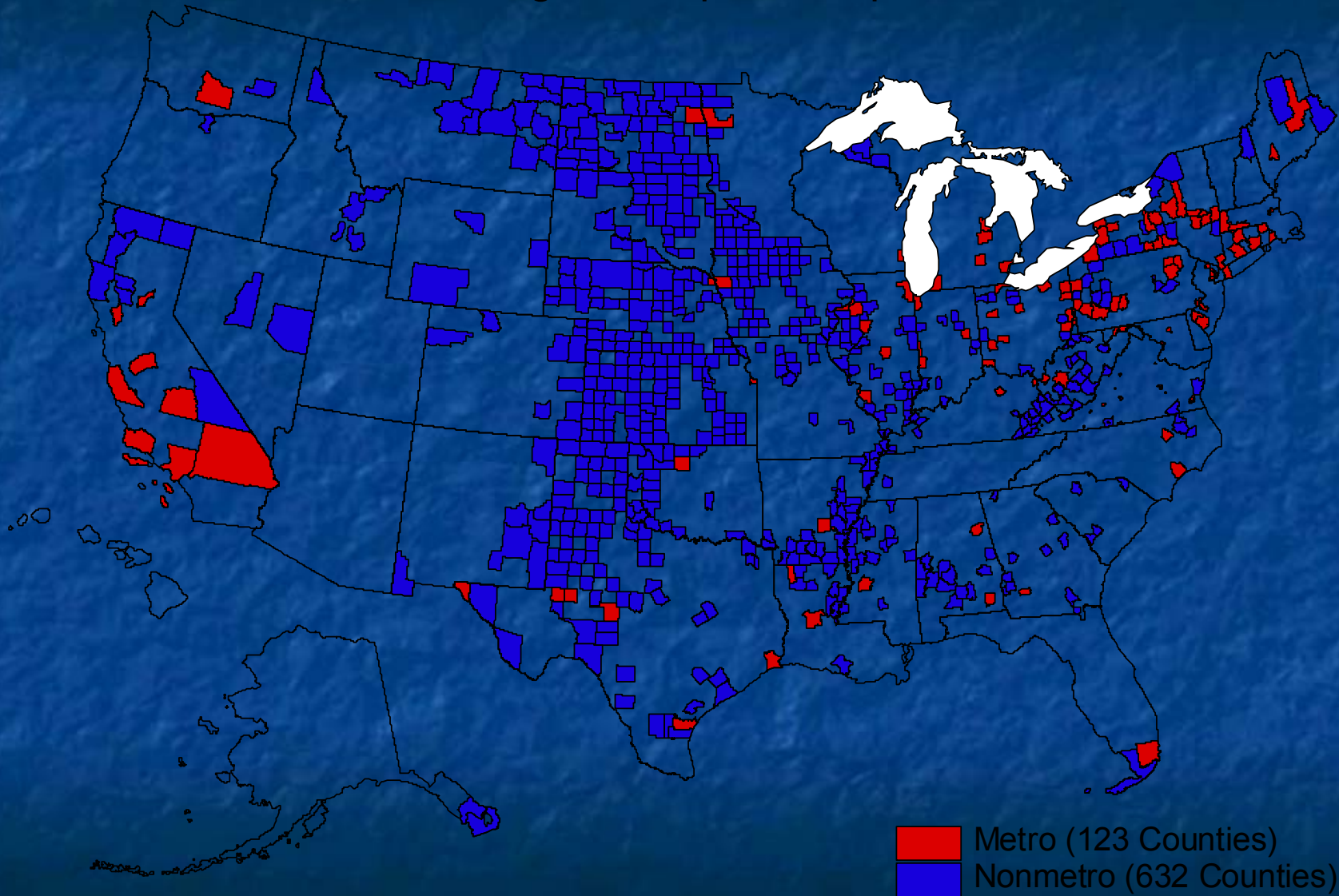
Source: US Census, 2000

# Hispanics as a Percent of Total Population, 2000



Source: U.S. Census Bureau  
Map Prepared by RUPRI

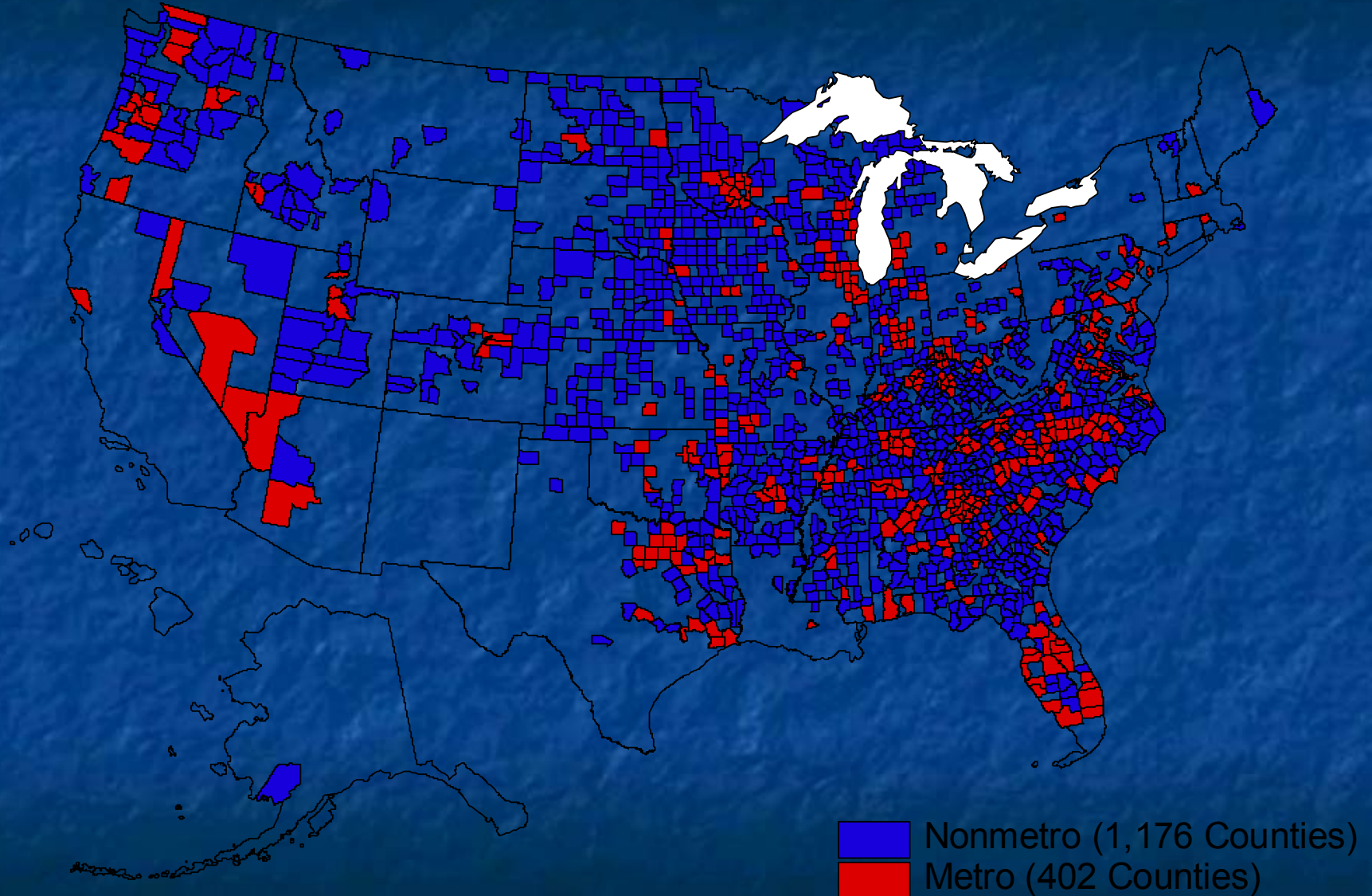
# Decrease in Non-Hispanic Population, Increase/No Change in Hispanic Population, 1990-2000



Source: U.S. Census Bureau  
Map Prepared by RUPRI

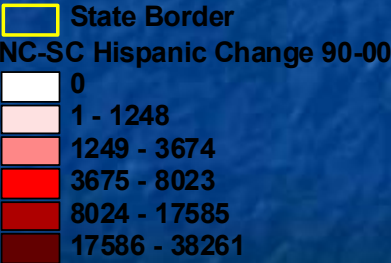
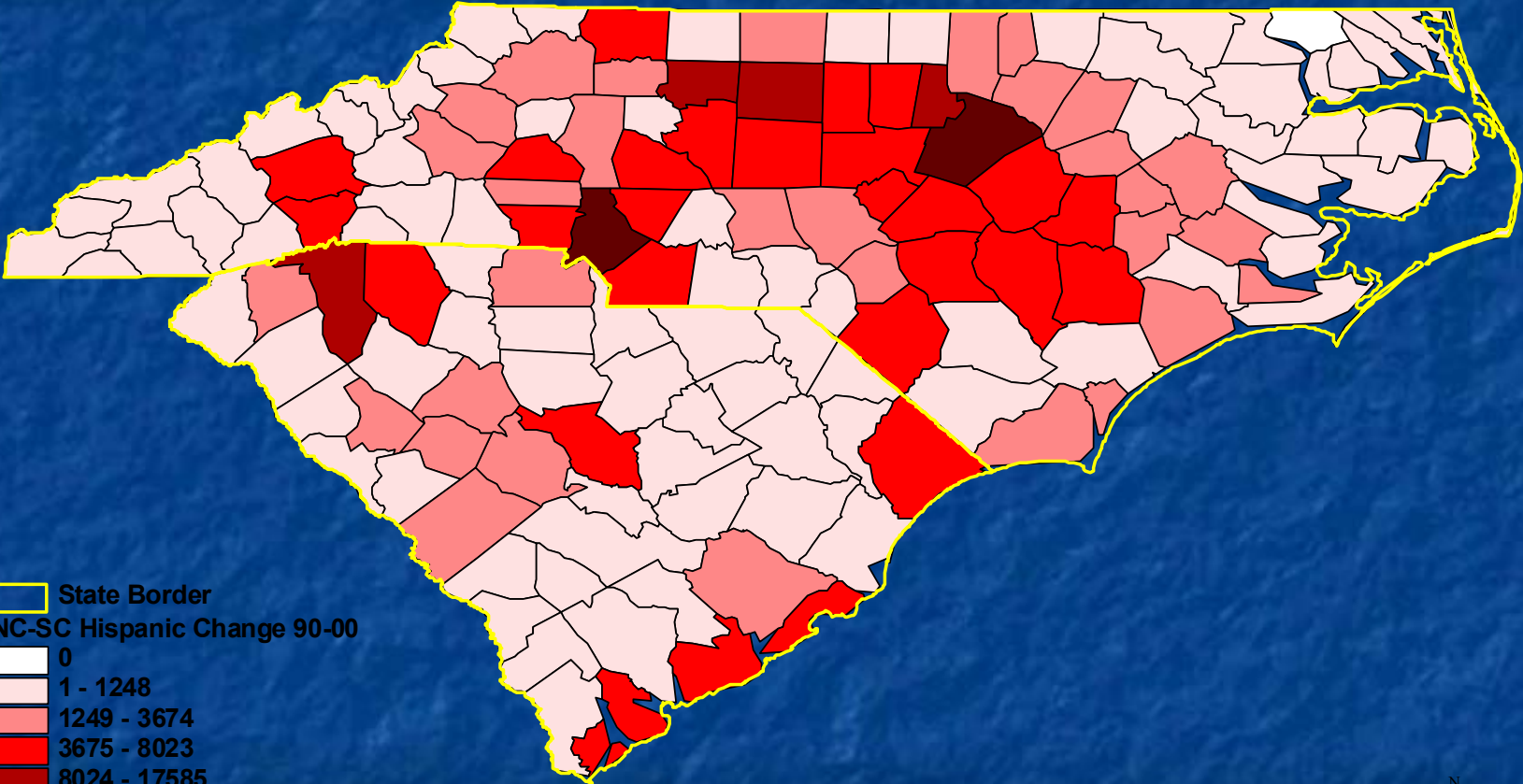


# Counties with Increase in Hispanic Population of 100 Percent or More, 1990-2000



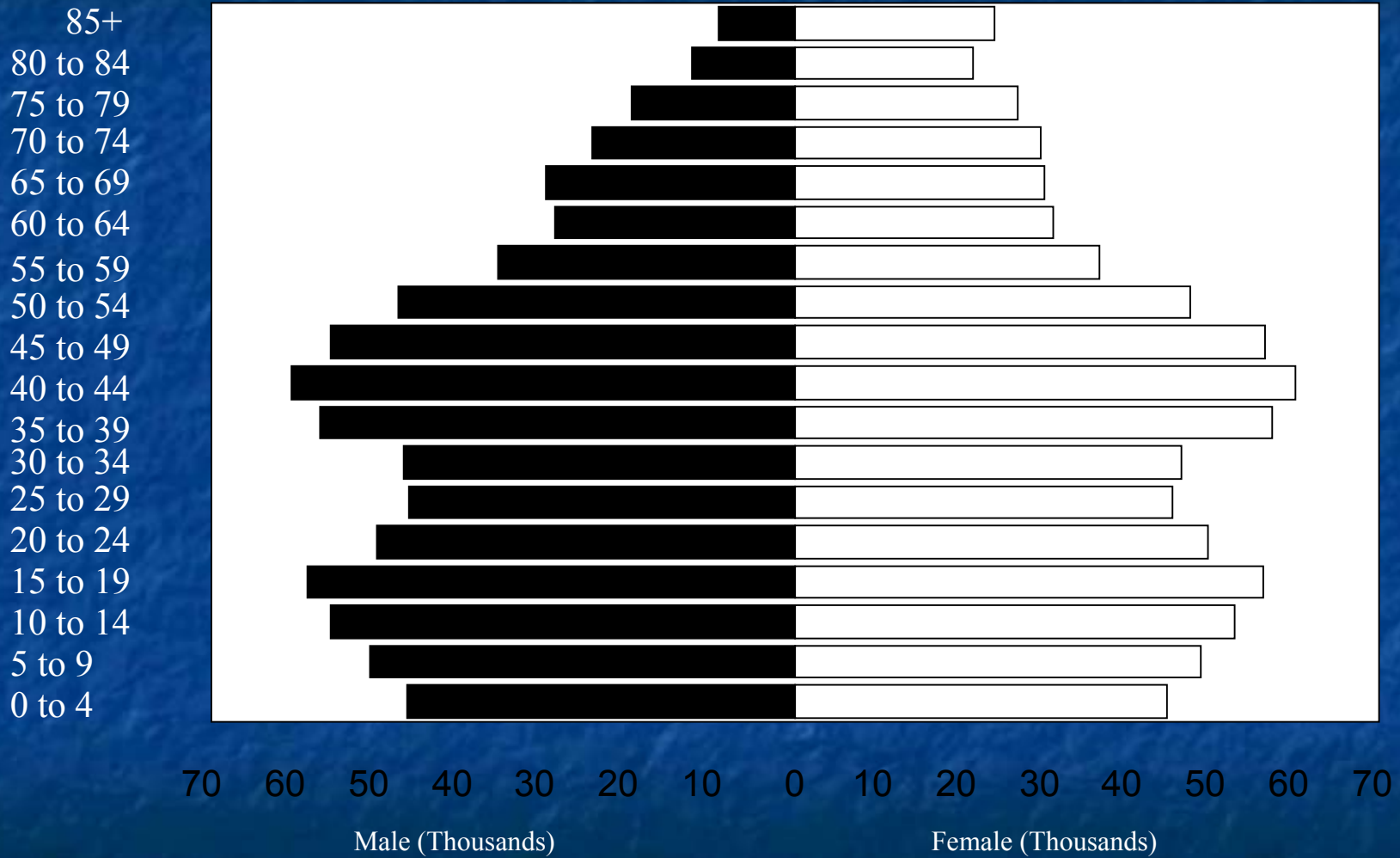
Source: U.S. Census Bureau  
Map Prepared by RUPRI

# Change in Hispanic or Latino Population 1990 - 2000



Source: US Census, 2000

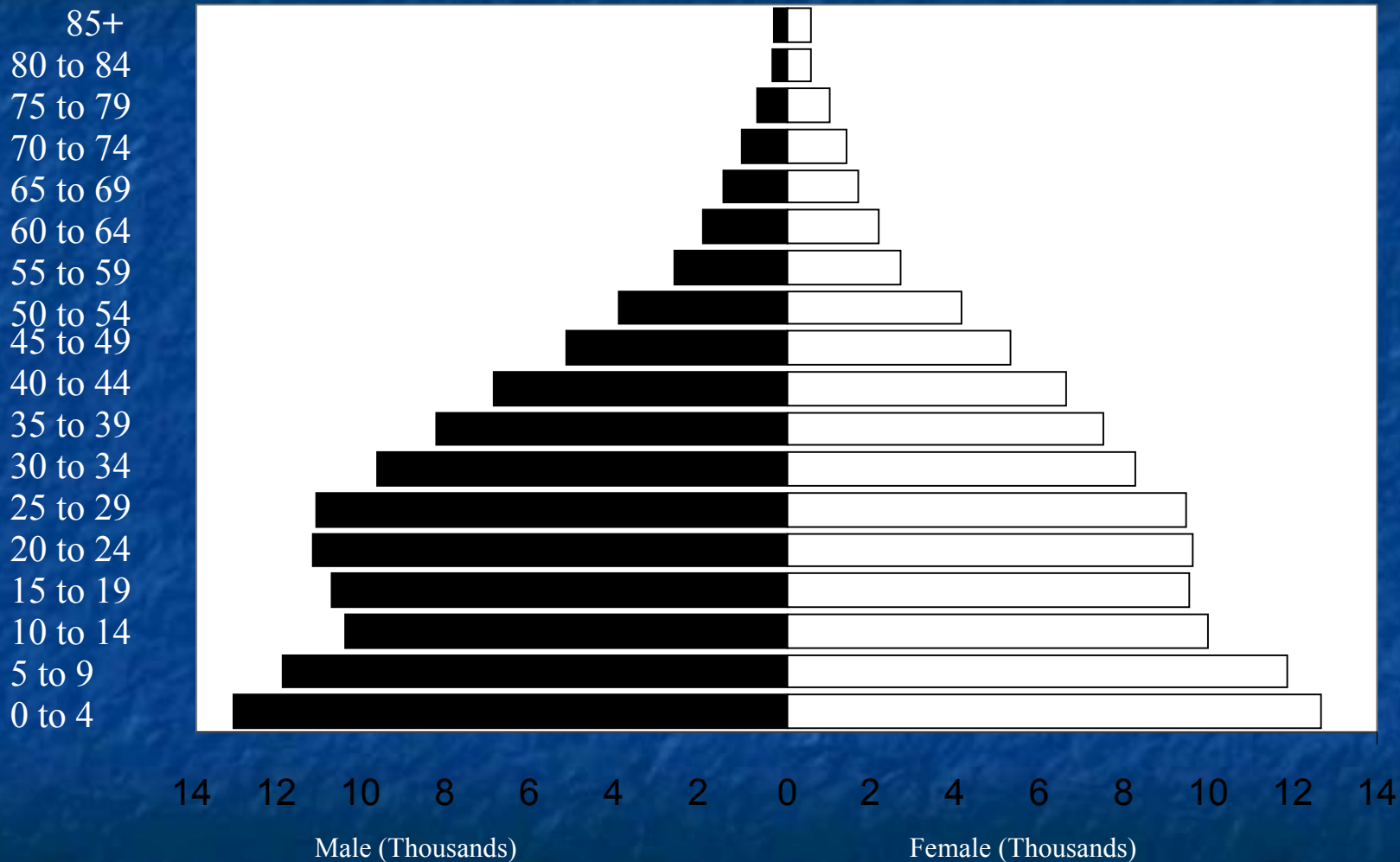
# White Non-Hispanic Population Age and Sex Distribution, Nebraska 2000



Source: U.S. Census, 2000. See [http://factfinder.census.gov/servlet/DTable?\\_ts=20187047410](http://factfinder.census.gov/servlet/DTable?_ts=20187047410)



# Minority <sup>(1)</sup> Population Age and Sex Distribution, Nebraska 2000



Source: U.S. Census, 2000. See [http://factfinder.census.gov/servlet/DTable?\\_ts=20271988590](http://factfinder.census.gov/servlet/DTable?_ts=20271988590).

(1) – Includes White Hispanics, Blacks, American Indian and Alaska Native, Asians, Native Hawaiian and Other Pacific Islanders, Some Other Race and Multiple Races.

# Who Are Rural Americans?

- Age
- Race and Ethnicity
- Income

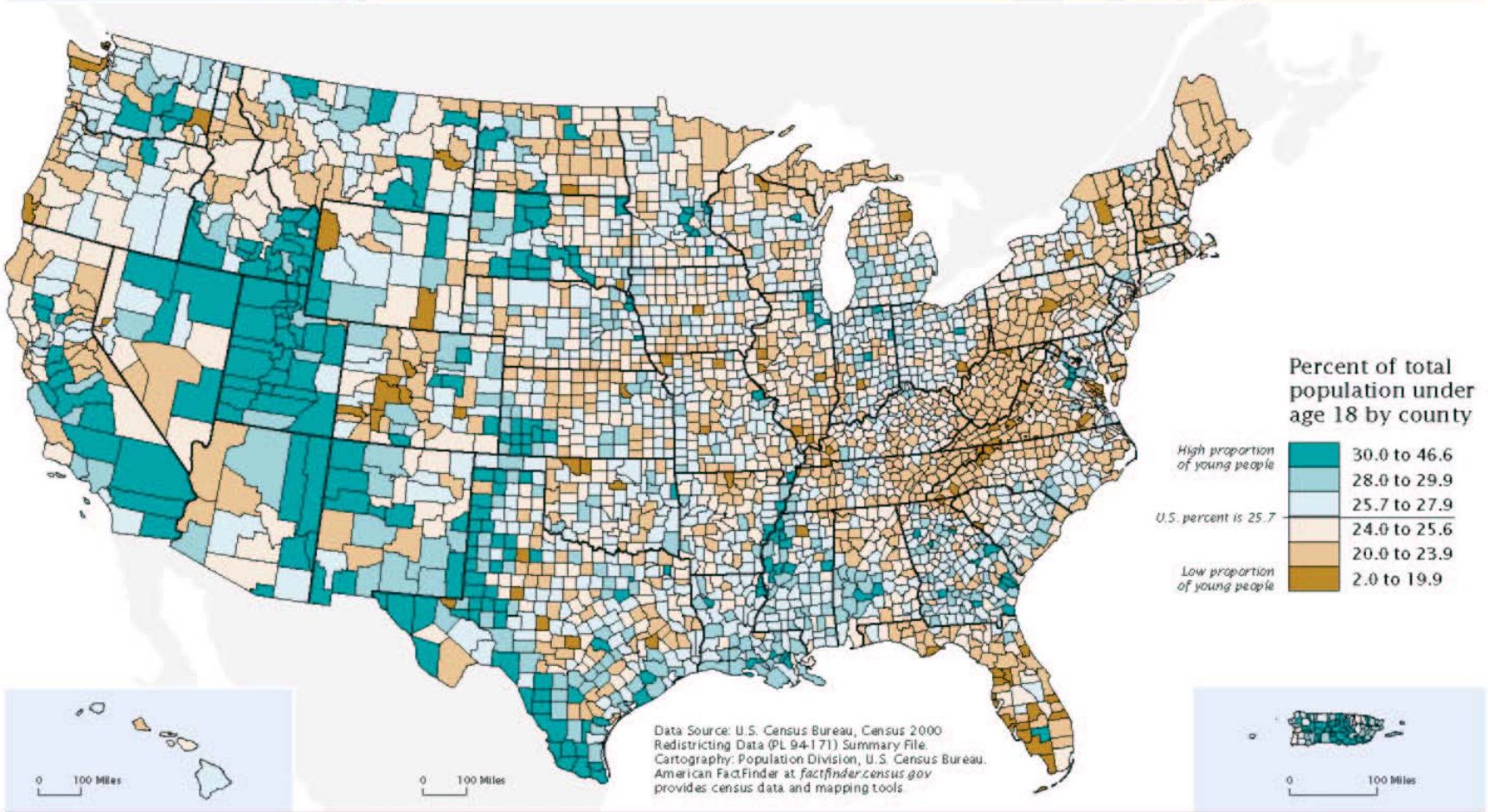
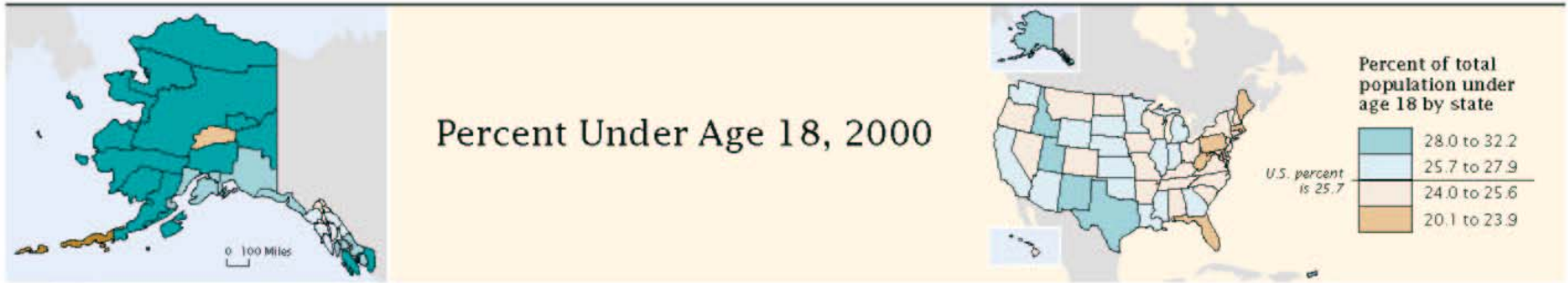
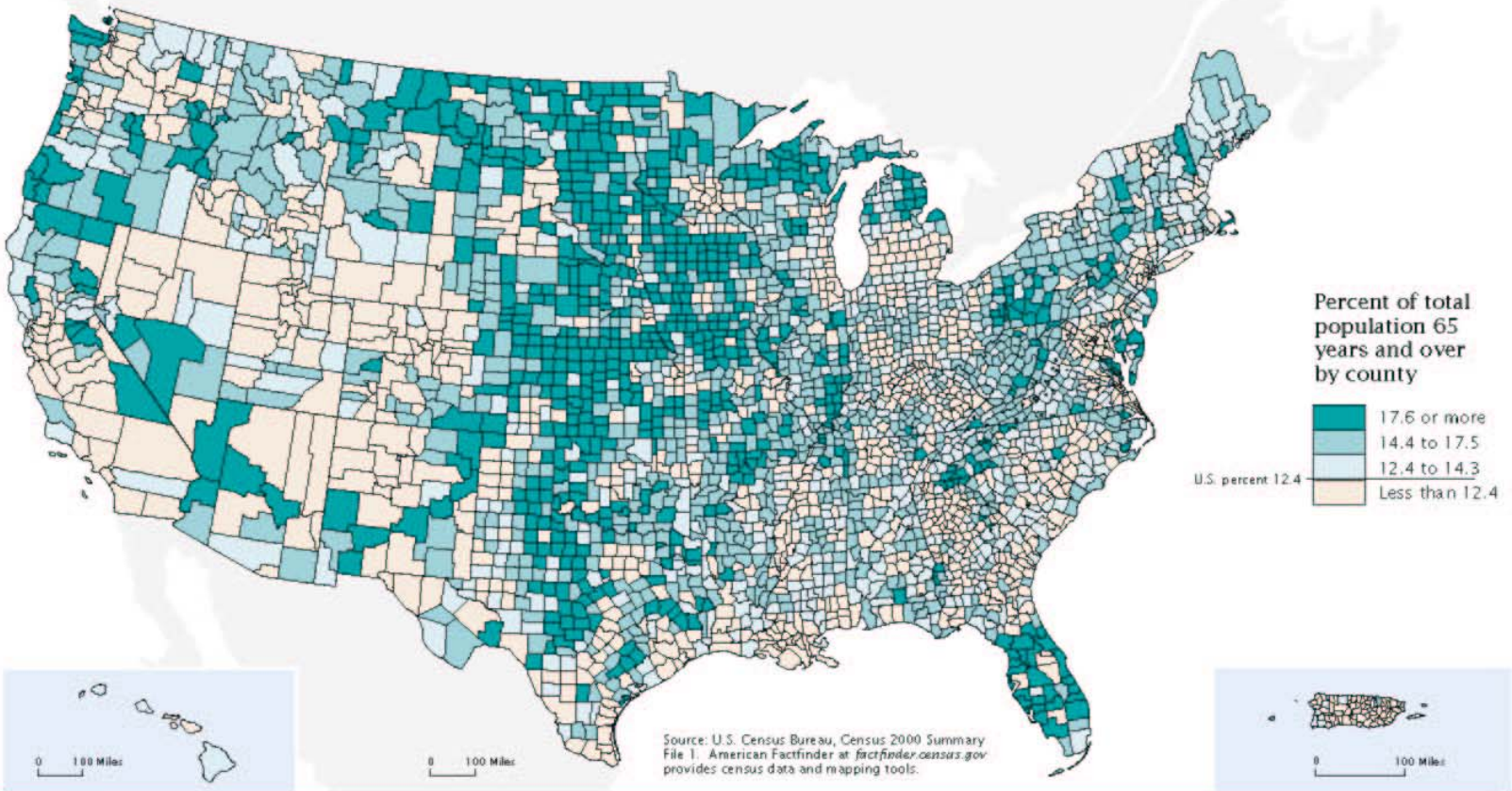
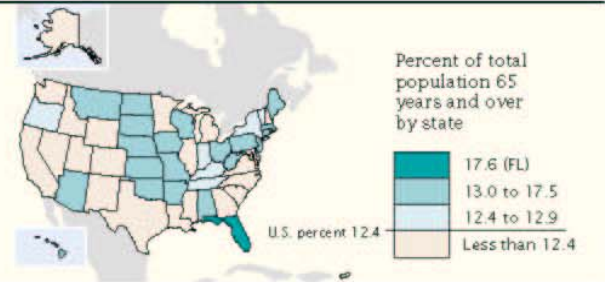






Figure 3.  
**Percent 65 Years and Over: 2000**

(For information on confidentiality protection, nonsampling error, and definitions, see [www.census.gov/prod/cen2000/doc/st1.pdf](http://www.census.gov/prod/cen2000/doc/st1.pdf))



# Age Cohort 0-4 as a Percentage of Total County Population (2000)



Source: US Census, 2000

# Age Cohort 5-10 as a Percentage of Total County Population (2000)



State Border  
Age 5-10  
0.03 - 0.14  
0.14 - 0.25  
0.25 - 0.36  
0.36 - 0.47  
0.47 - 0.58



Source: US Census, 2000



# Age Cohort 11-16 as a Percentage of Total County Population (2000)

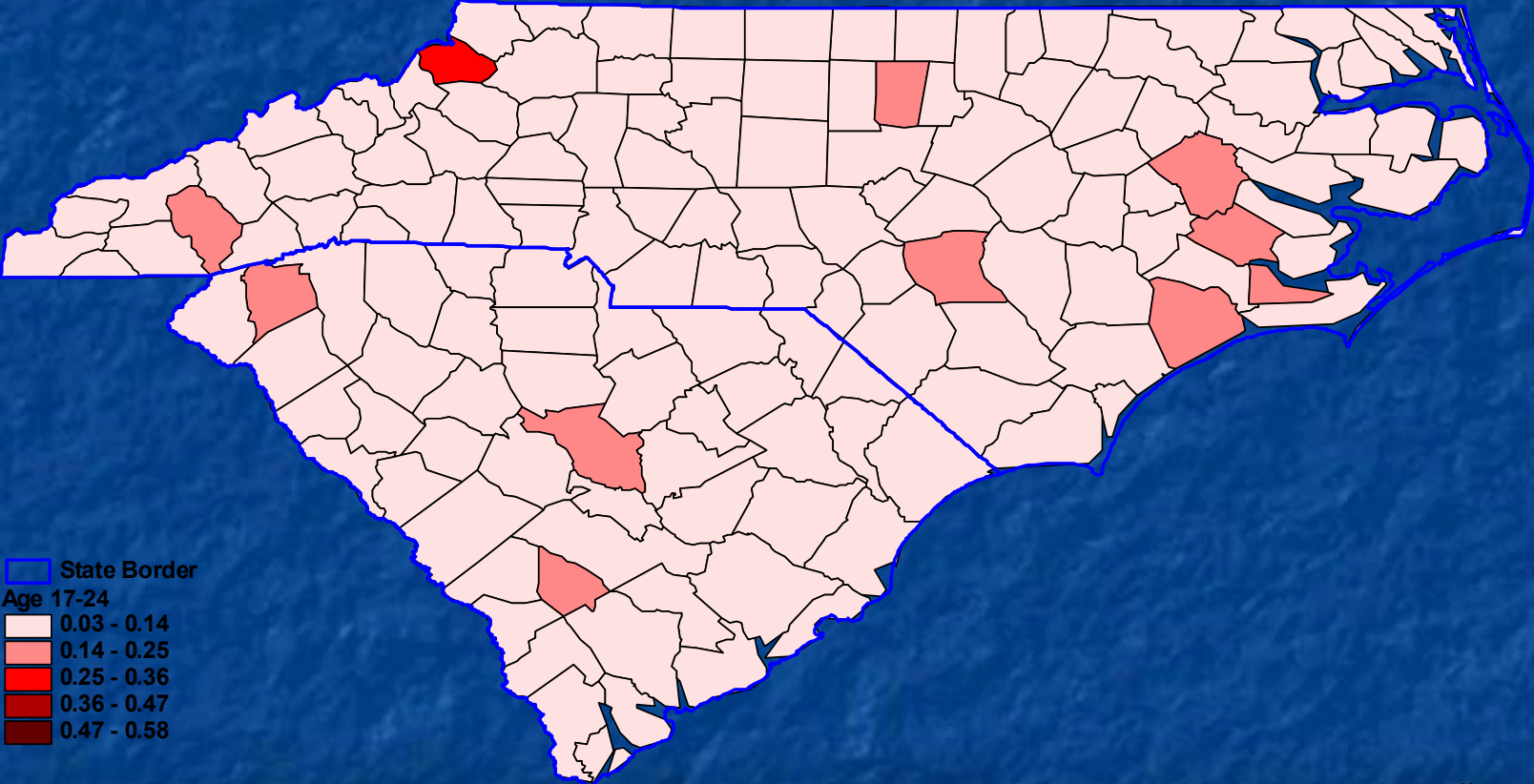


0 200 400 Miles



Source: US Census, 2000

# Age Cohort 17-24 as a Percentage of Total County Population (2000)

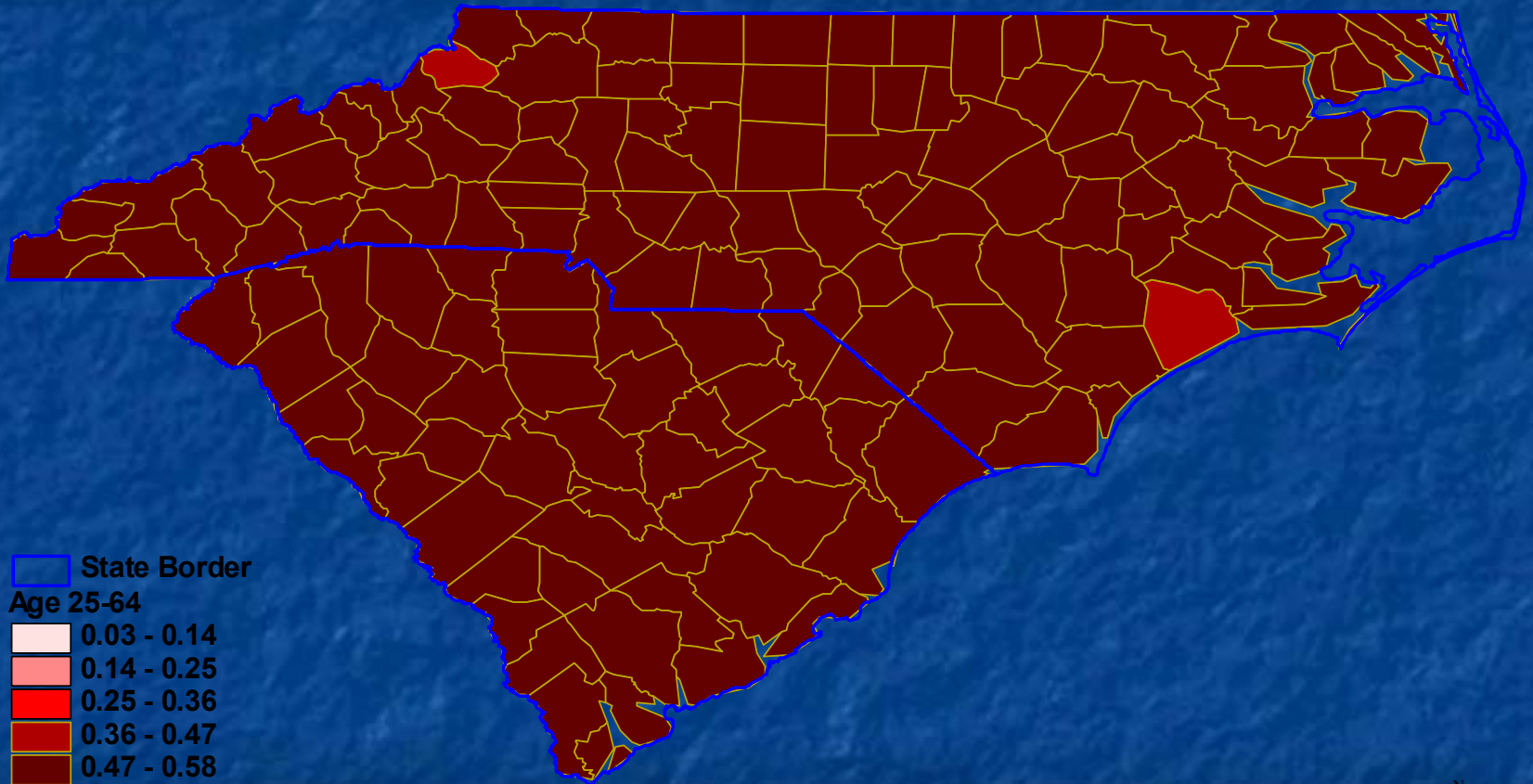


0 200 400 Miles



Source: US Census, 2000

# Age Cohort 25-64 as a Percentage of Total County Population (2000)



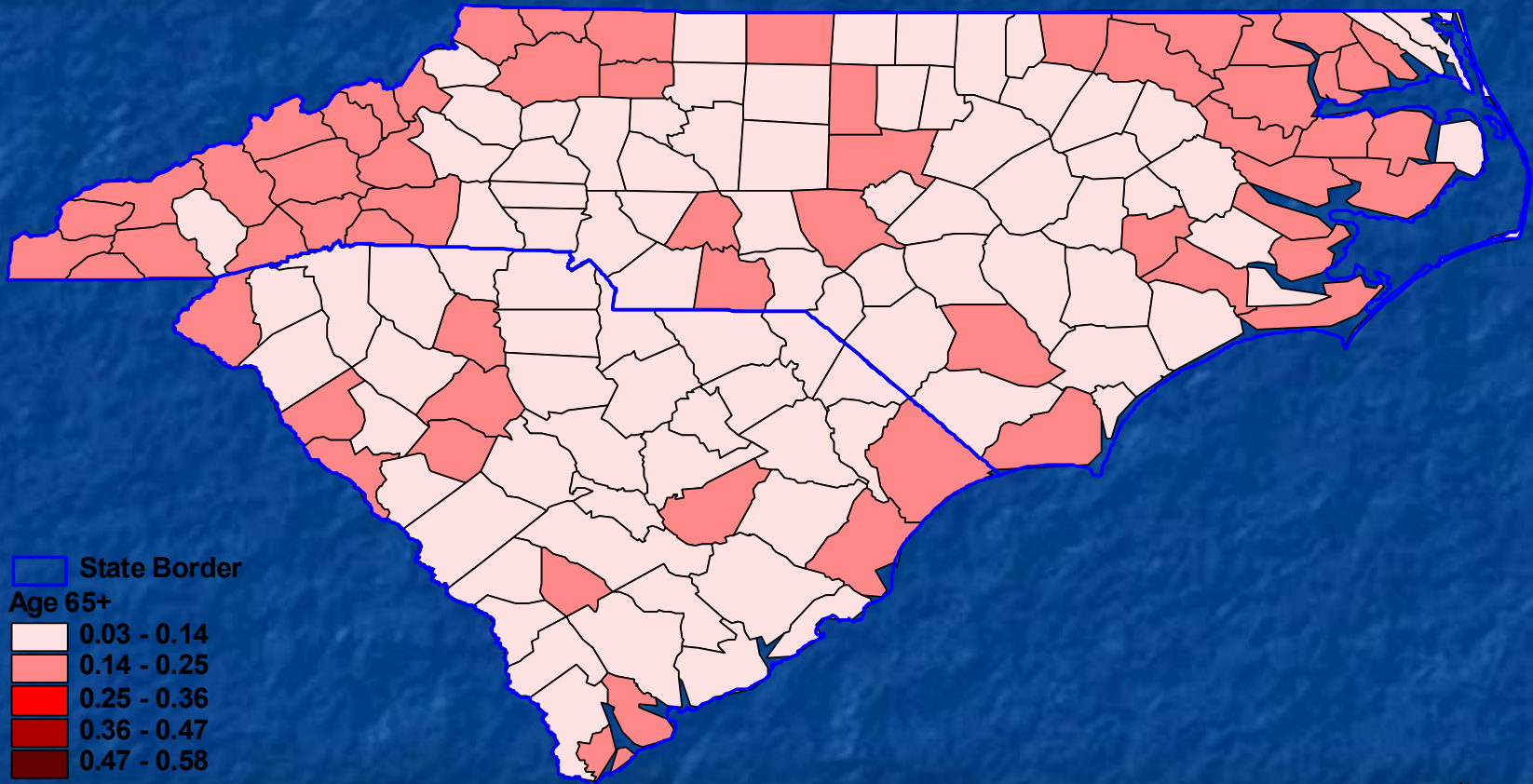
0 200 400 Miles



Source: US Census, 2000



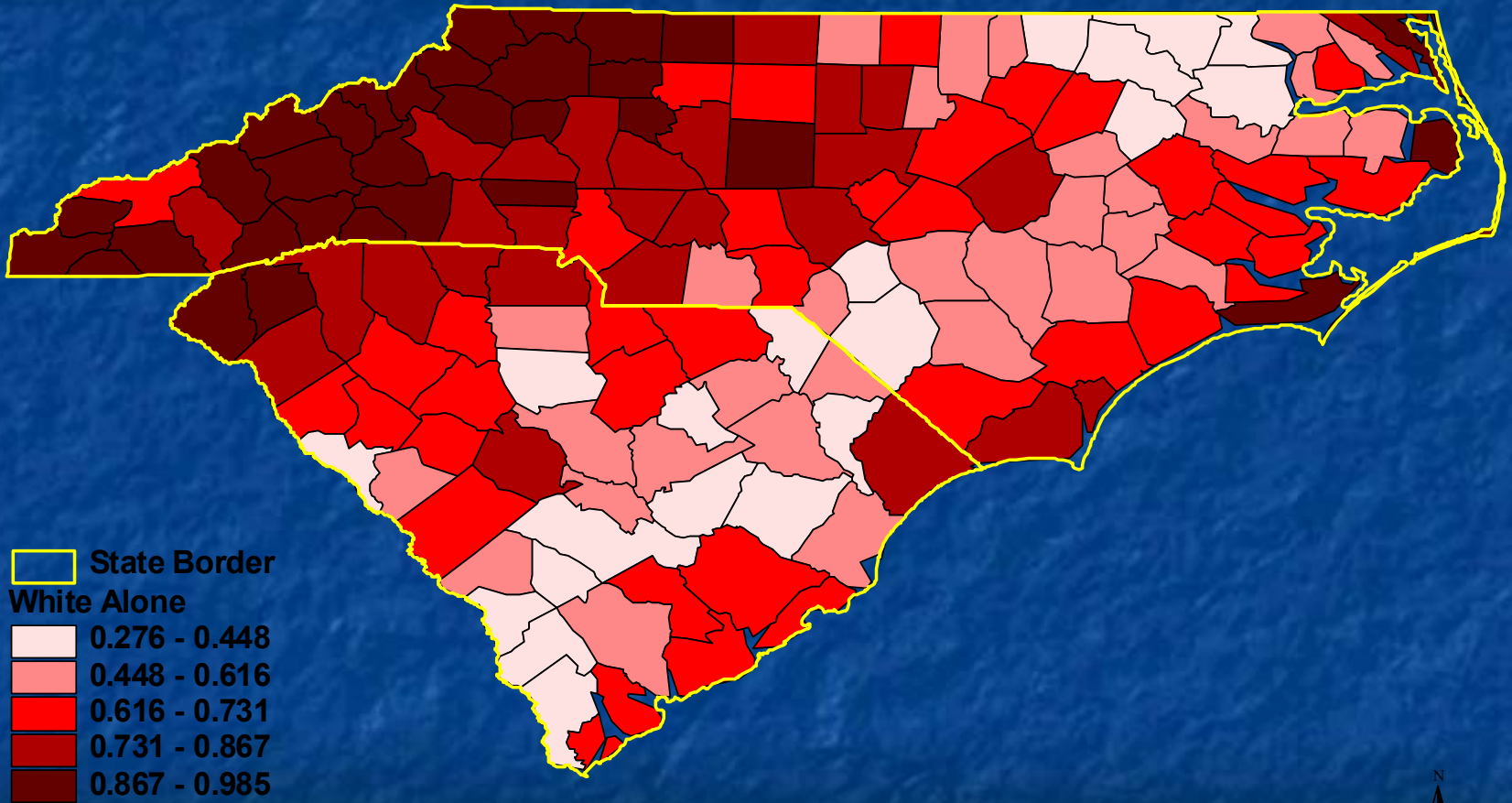
# Age Cohort 65+ as a Percentage of Total County Population (2000)



0 200 400 Miles

Source: US Census, 2000

# White Alone as a Percentage of Total County Population (2000)

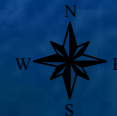
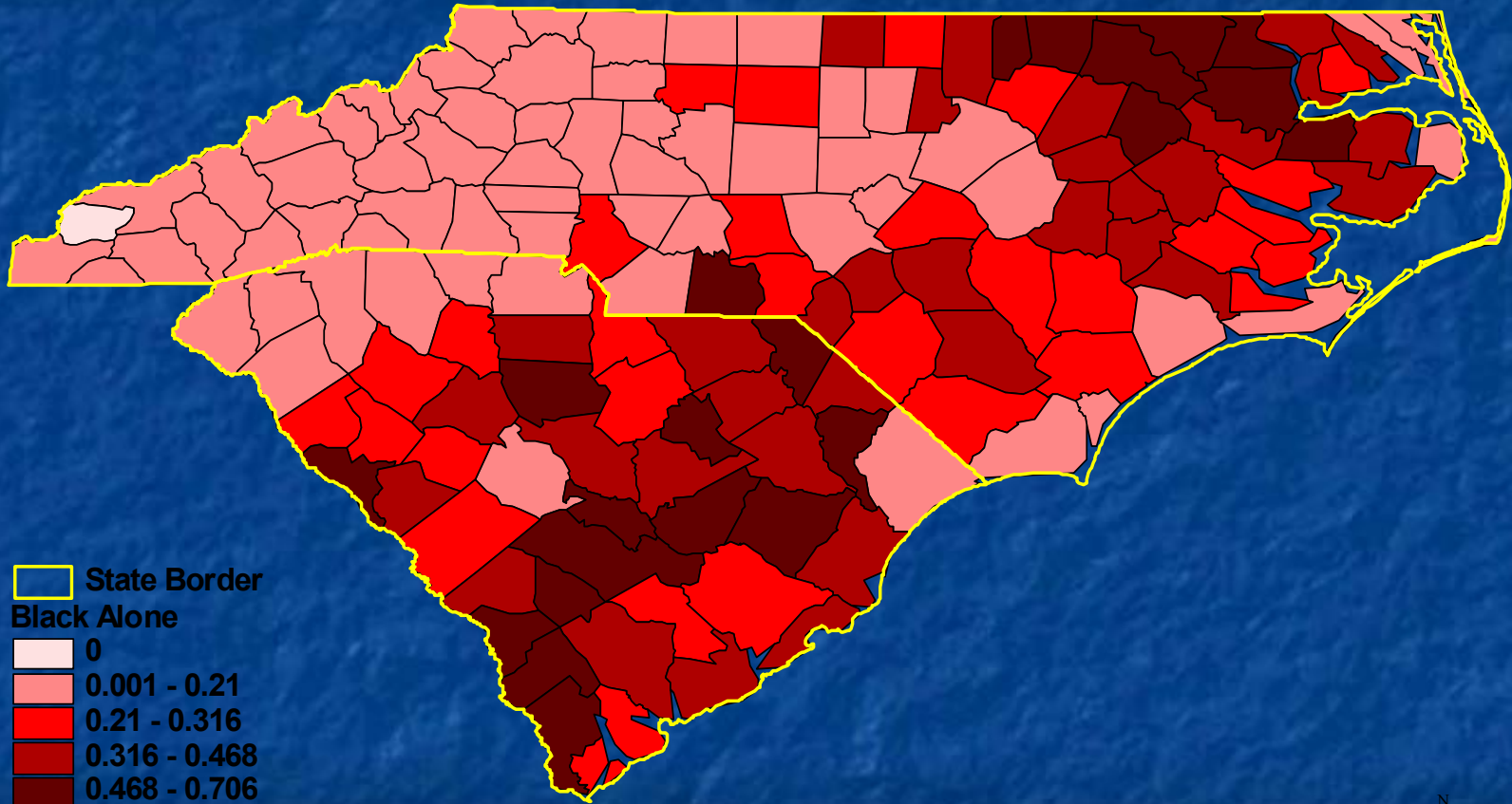


0 200 400 Miles



Source: US Census, 2000

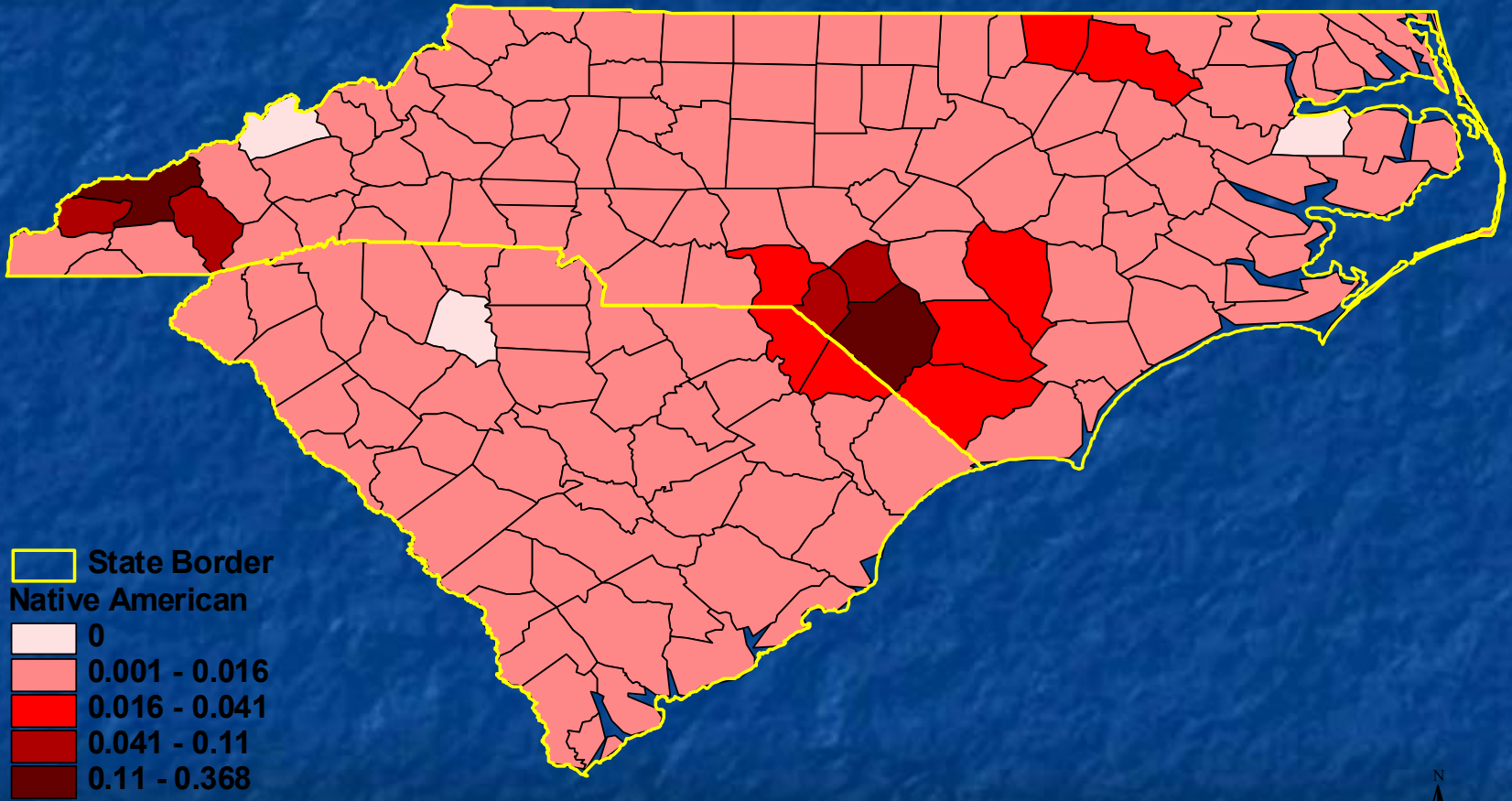
# Black Alone as a Percentage of Total County Population (2000)



Source: US Census, 2000



# Native American Alone as a Percentage of Total County Population (2000)

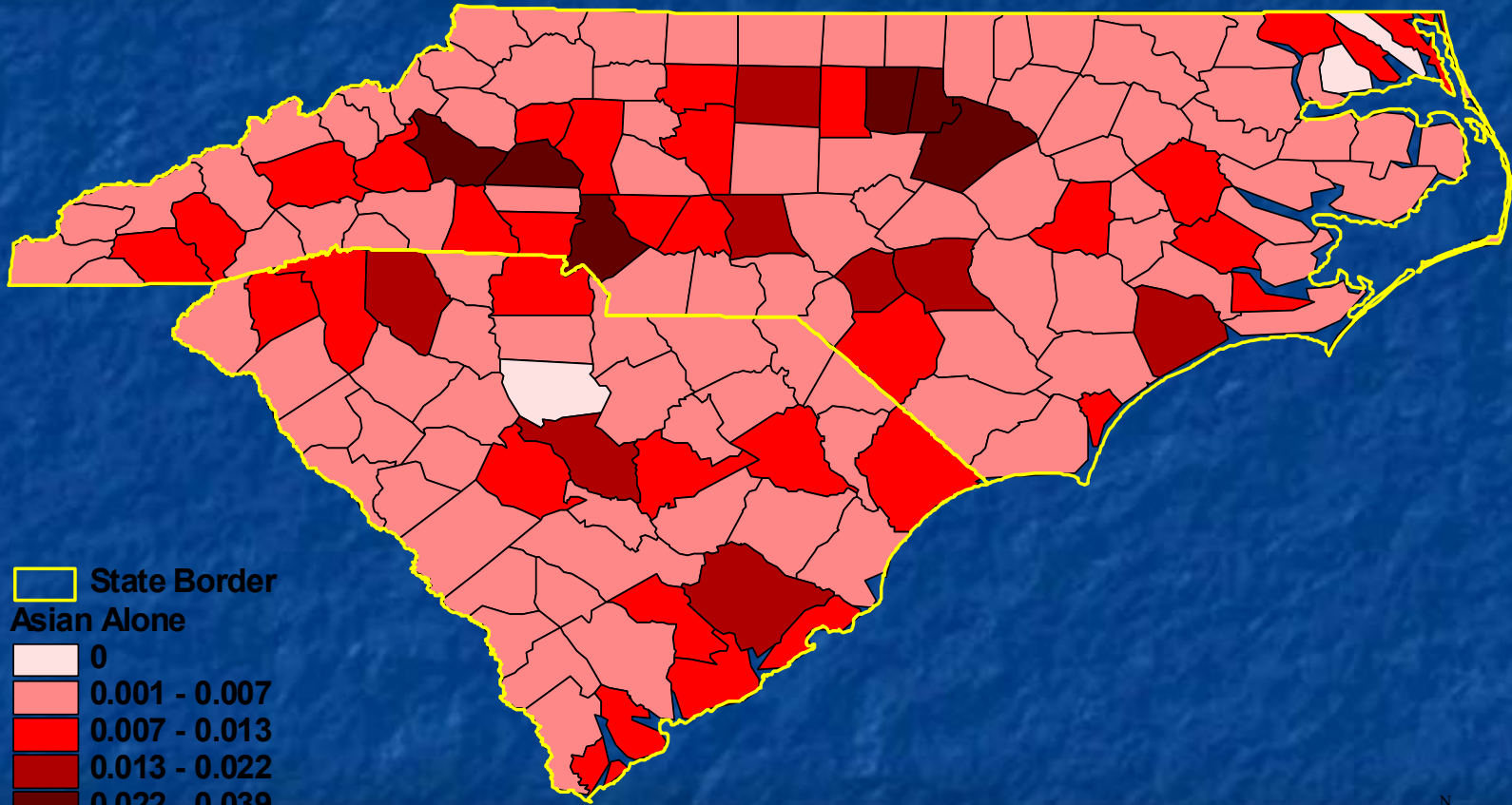


0 200 400 Miles



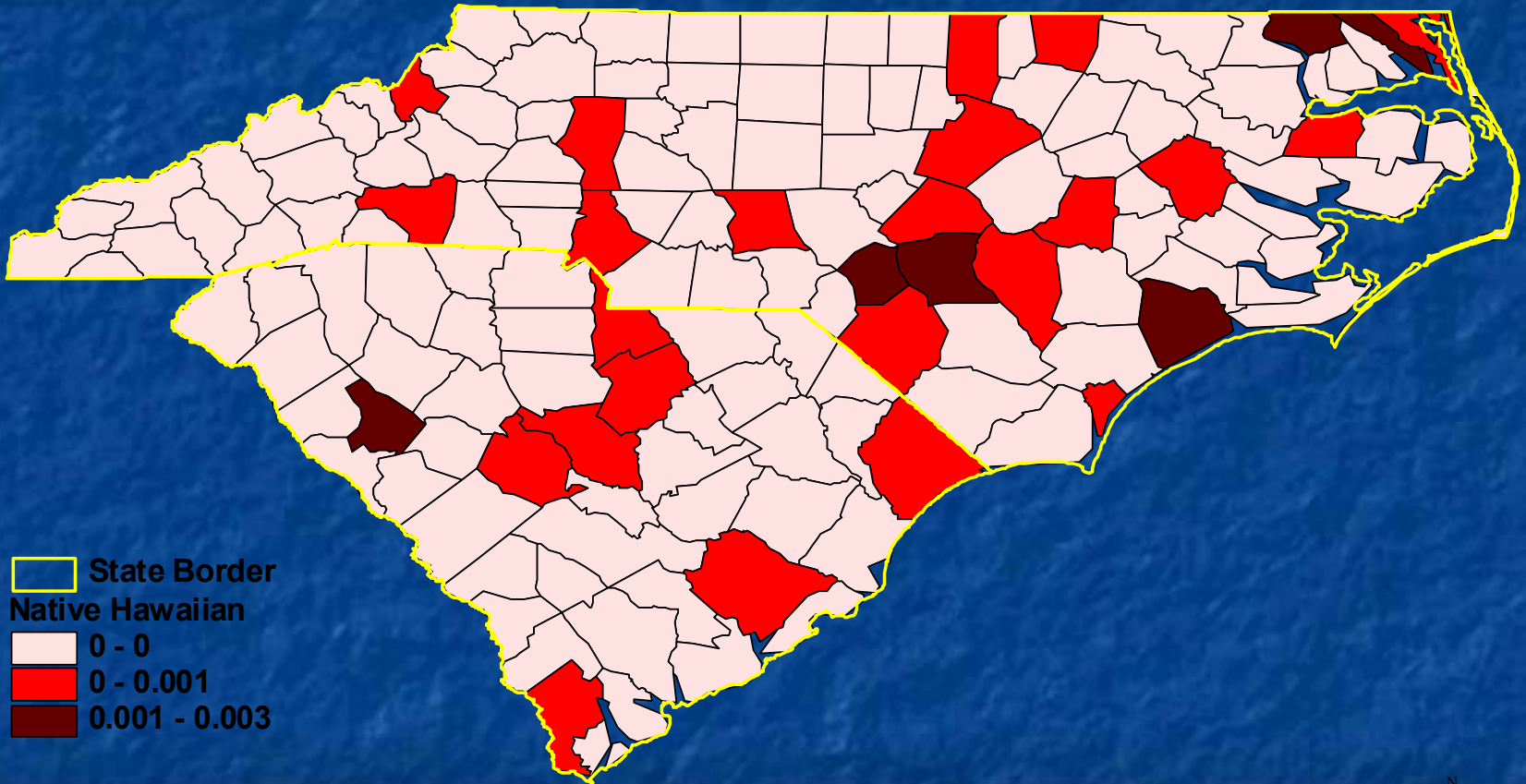
Source: US Census, 2000

# Asian Alone as a Percentage of Total County Population (2000)



Source: US Census, 2000

# Native Hawaiian or Pacific Islander Alone as a Percentage of Total County Population (2000)



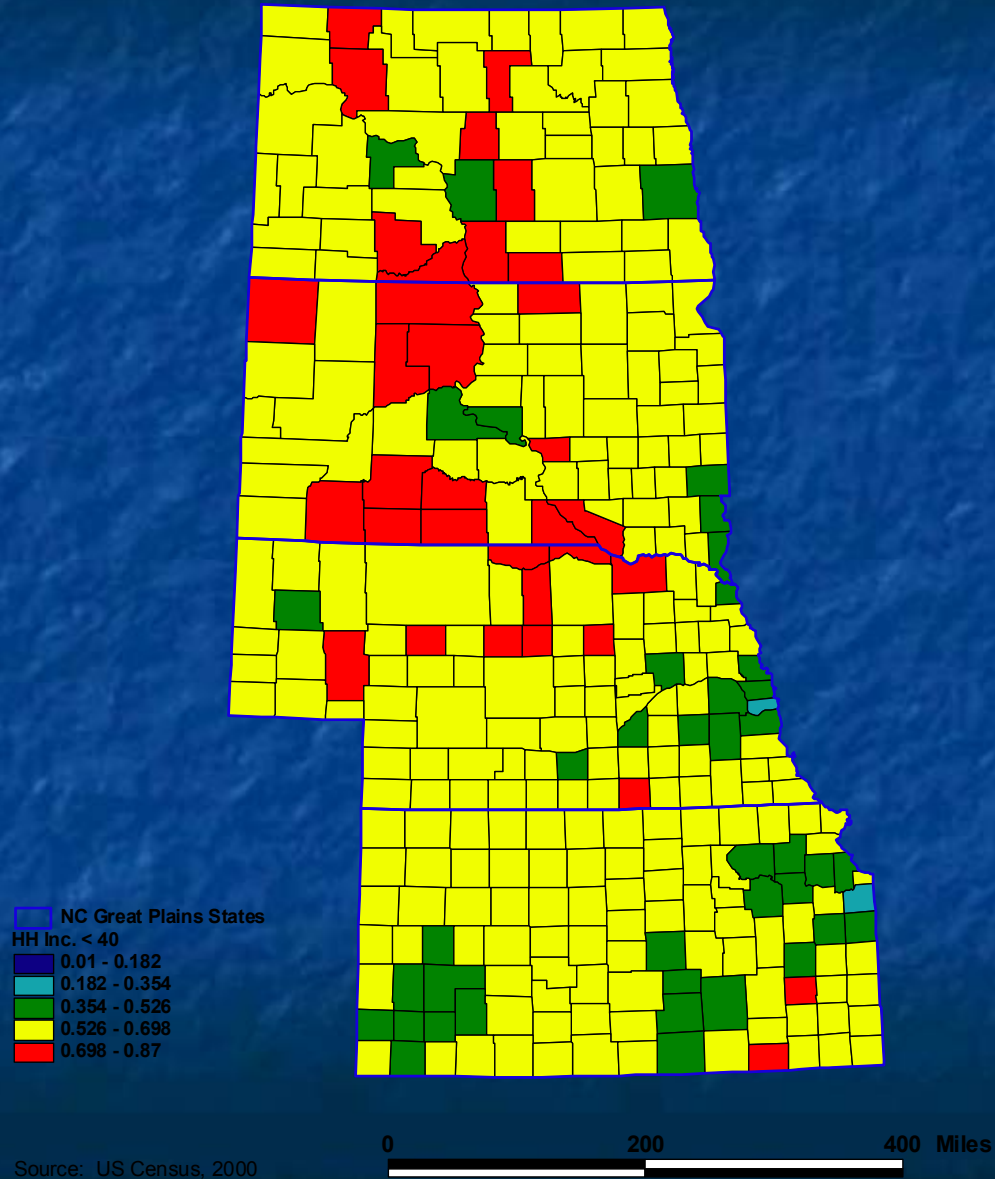
0 200 400 Miles



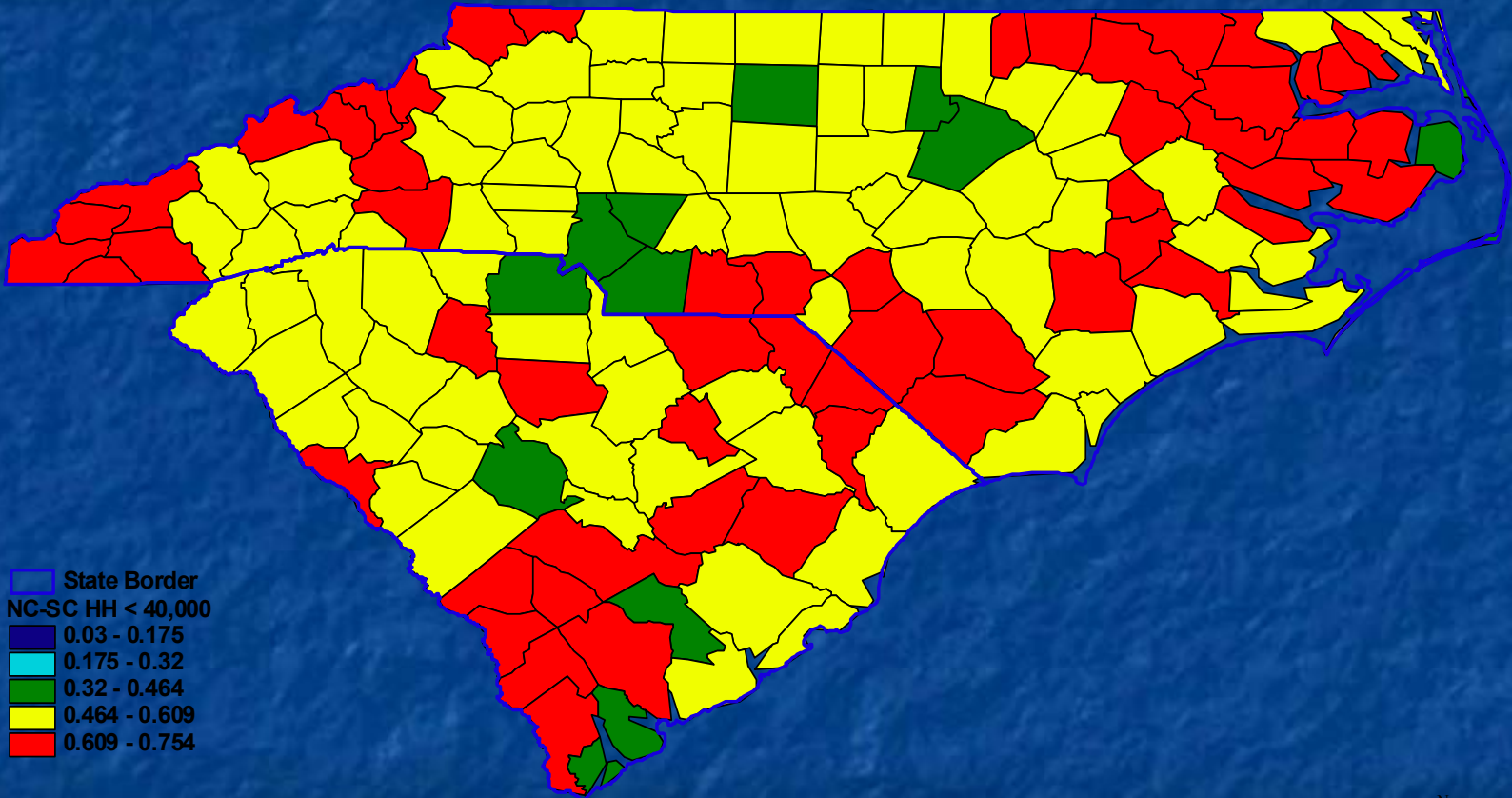
Source: US Census, 2000



# Household Income - Less than \$40,000 (1999)



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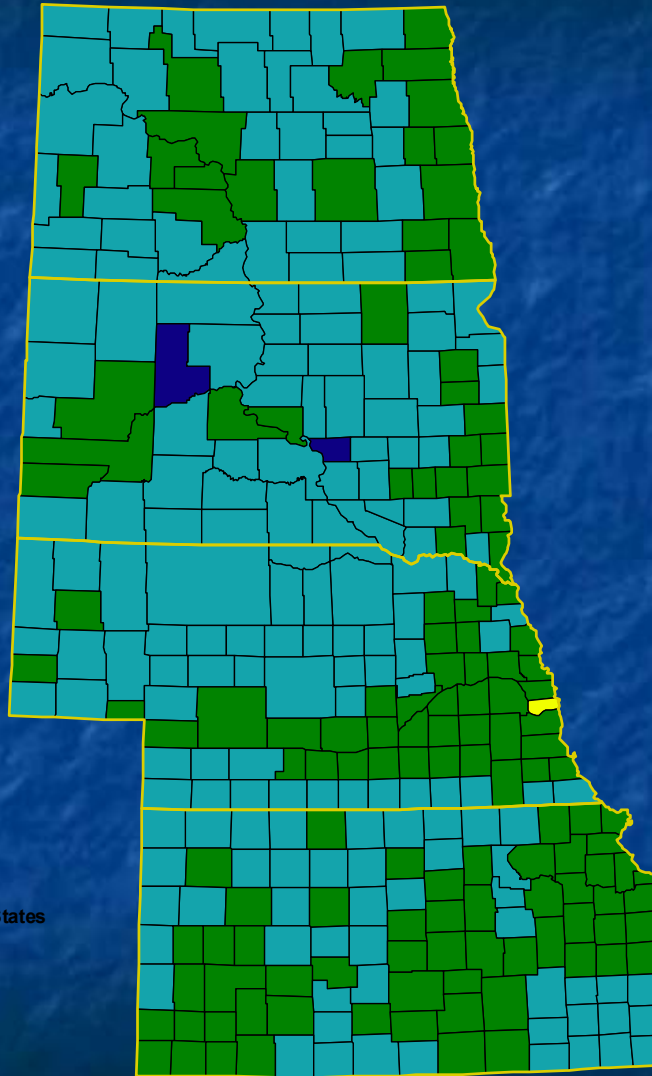
- State Border
- NC-SC HH < 40,000
- 0.03 - 0.175
- 0.175 - 0.32
- 0.32 - 0.464
- 0.464 - 0.609
- 0.609 - 0.754



0 200 400 Miles

Source: US Census, 2000

# Household Income \$40,000 to \$100,000 (1999)



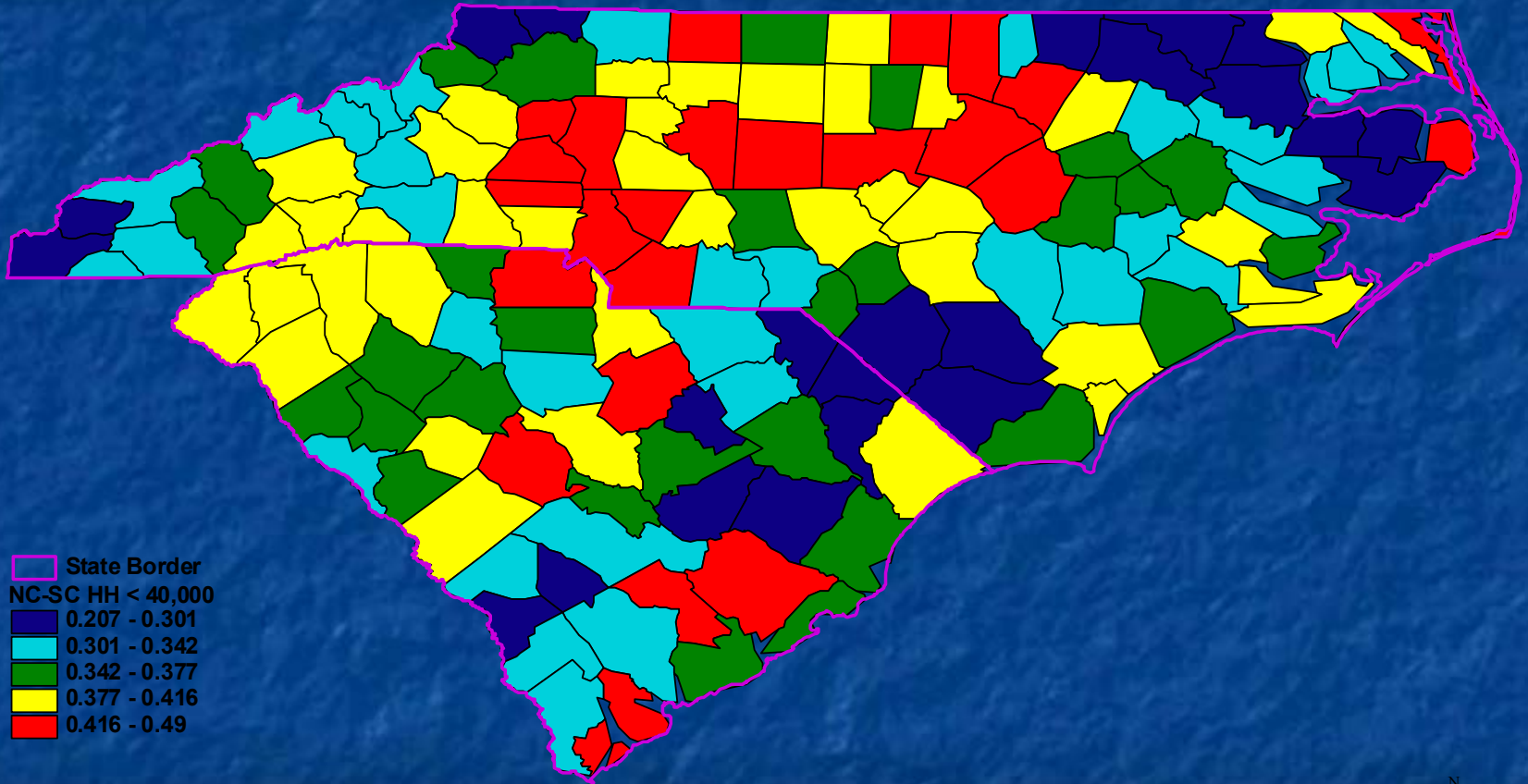
NC Great Plains States  
HH Inc. 40-100  
0.01 - 0.182  
0.182 - 0.354  
0.354 - 0.526  
0.526 - 0.698  
0.698 - 0.87

Source: US Census, 2000





# Household Income \$40,000 to \$100,000 (1999)

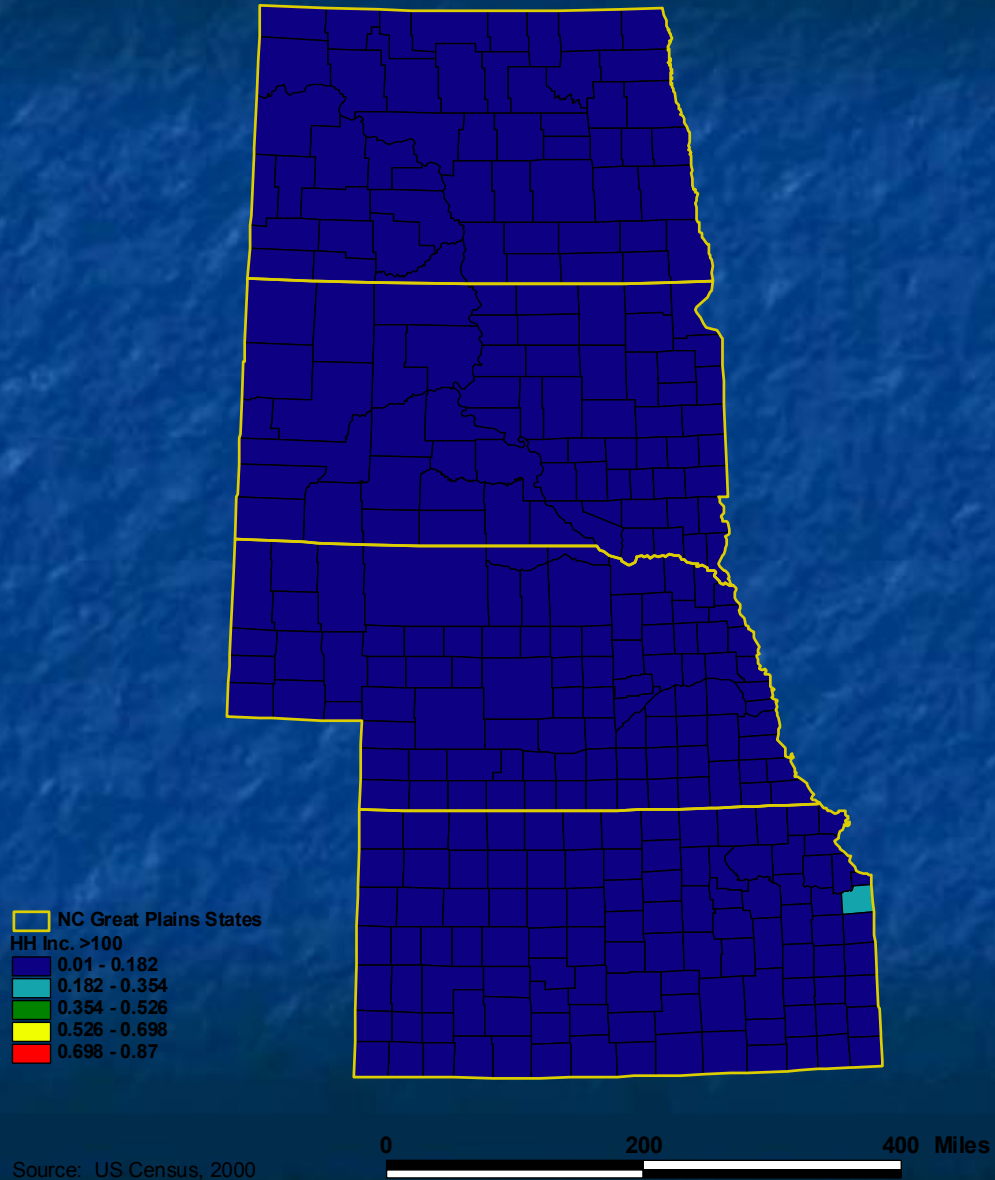


0 200 400 Miles

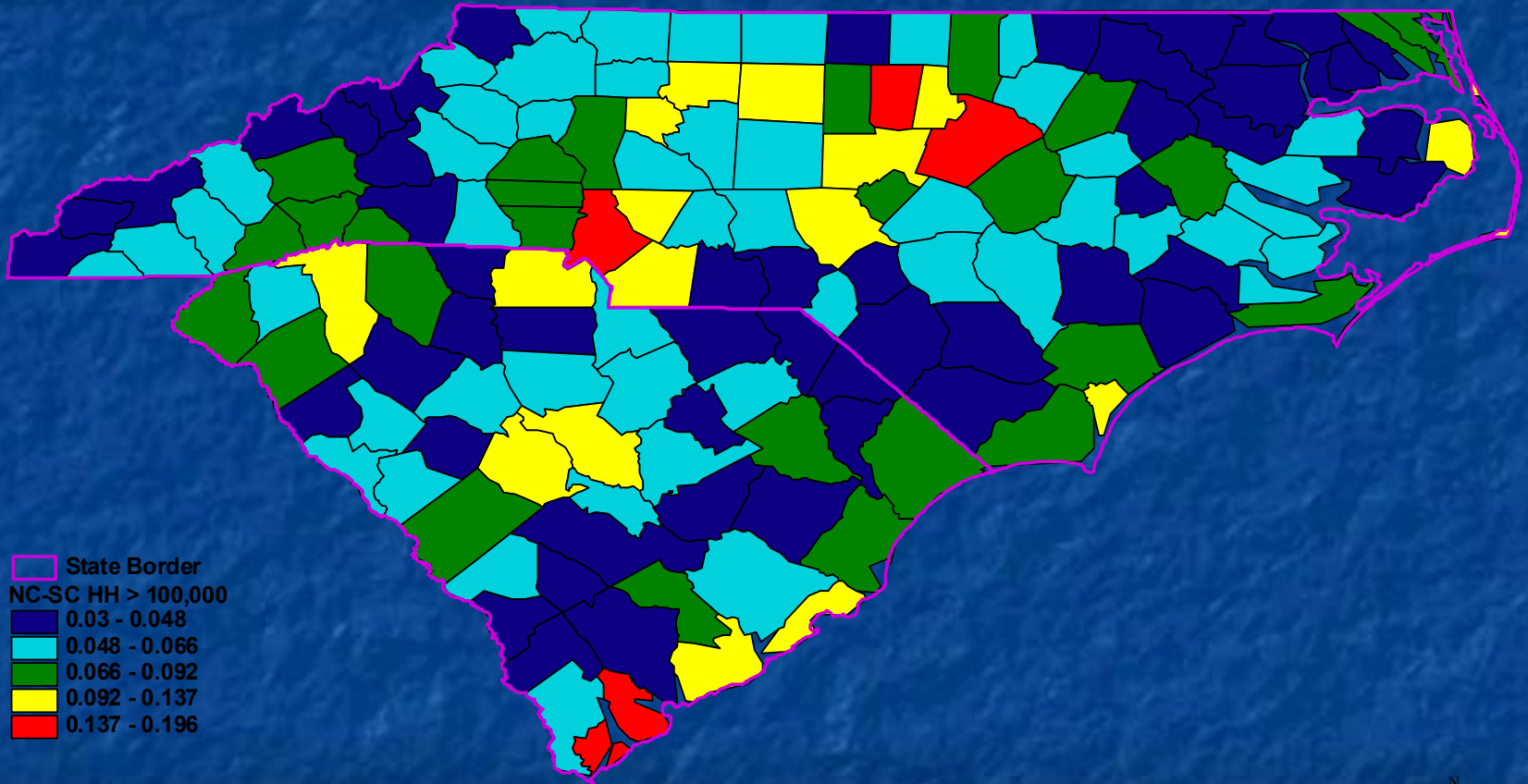


Source: US Census, 2000

# Household Income > \$100,000 (1999)



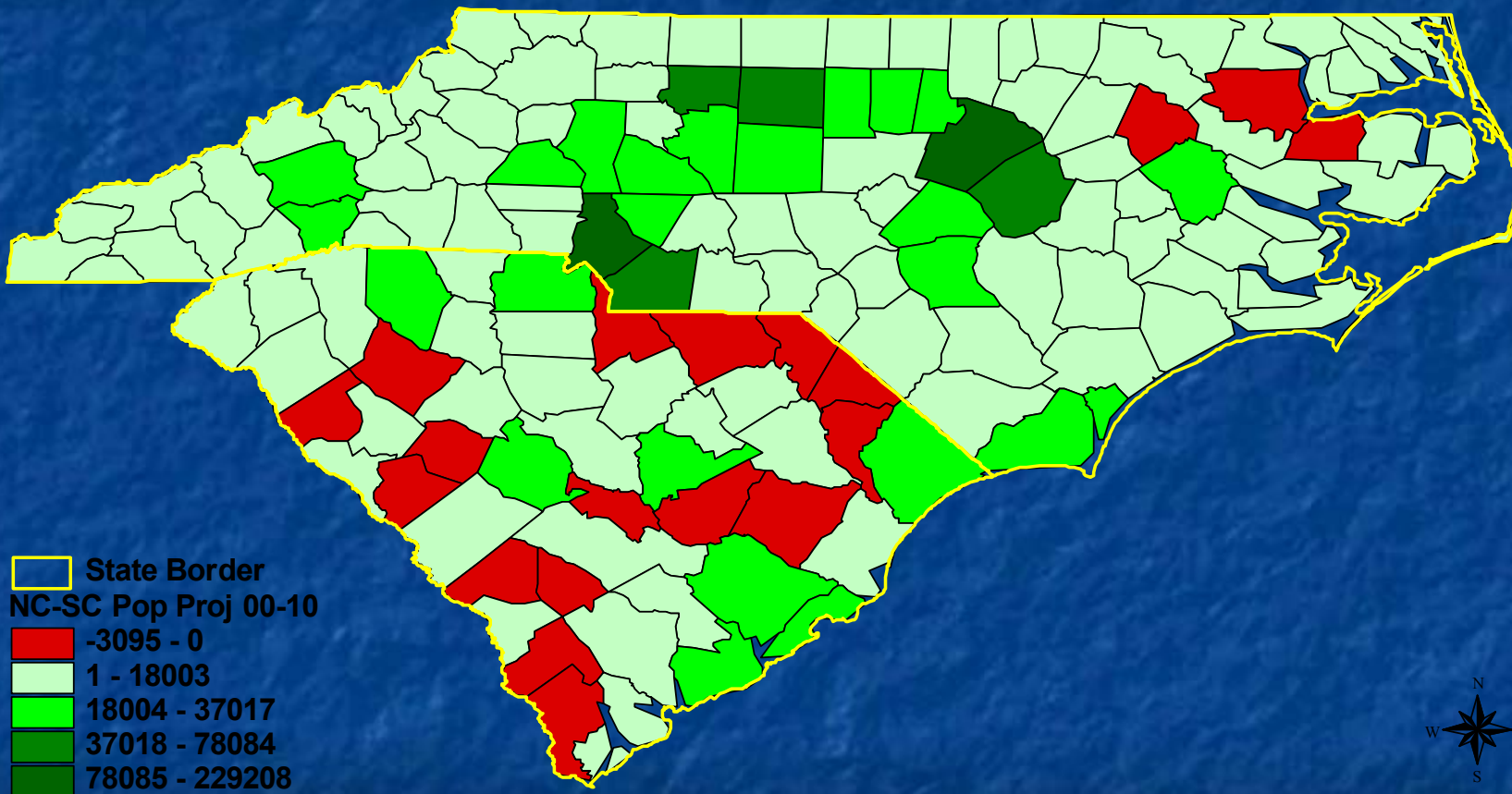
# Household Income > \$100,000 (1999)





# Where Will Rural Americans Be Living?

# North Carolina - South Carolina Population Projections (2000 - 2010)



0 200 400 Miles

Source: North Carolina State Demographics Unit, 2002.  
South Carolina Budget & Control Board  
Office of Research and Statistics, 2002.  
U.S. Census, 2000

# Where Will Rural Americans Be Living?

- May change by region as function of economic activity
- May change within region
- All will be living in “places,” often anchored by a community



# What Do the Settlement Patterns Mean?

Changes in demands for services

- The population that stayed is aging
- The population that is arriving present different needs

Disparities in income magnified by disparities in culture

- Access to health care and other services is both self-regulated and screened by systems
- Income and insurance status major determinants
- Cultural heritage and racial differences are also determinants

# Changes in Space and People

- More “wide open spaces” – meaning in distance between population centers
- Implications for the future of the labor pool in rural America

# Changes Mean Rethinking Assets

The land and natural assets

from Kent Meyers of South Dakota, author of *Witness of Combines, The River Warren: A Novel*, contributing to a collection of comments on why rural matters:

A healthy rural community is healthy precisely because it sustains itself at the same time that it sustains the land around it, and work done for financial benefit often cannot be separated from work for environmental benefit.



# Rethinking Assets

- The new labor pool
  - Training
  - Using
- People who need services: the graying of rural America
- Retaining the best of the past and present in rural values, communities
- Building for the future

# Signals to Policy Makers

- Different populations to serve
- Different activities to support and nurture
- Times they are a changing  
But values can endure

# Generates Differences in Policy Paradigms

- How to focus economic development policies
- How to focus education policies
- Paradigm is place-based policies, and targeting people in those places
- Ride tide of change, but also redirect when opportunities are present (entrepreneurial activities)



# Directions for Public Policies

- Community Development
- Shifting to Place-Based Policies

# Community Development Policies

Clues to Rural Community Survival: Heartland Center for Leadership Development

[www.heartlandcenter.info](http://www.heartlandcenter.info)

1. Evidence of Community Pride
2. Emphasis on Quality in Business and Community Life
3. Willingness to Invest in the Future
4. Participatory Approach to Community Decision Making
5. Cooperative Community Spirit

6. Realistic Appraisal of Future Opportunities
7. Awareness of Competitive Positioning
8. Knowledge of the Physical Environment
9. Active Economic Development Program
10. Deliberate Transition of Power to a Younger Generation of Leaders
11. Acceptance of Women in Leadership Roles
12. Strong Belief and Support for Education



13. Problem-solving Approach to Providing Health Care
14. Strong Multi-generational Family Orientation
15. Strong Presence of Traditional Institutions that are Integral to Community Life
16. Sound and well-maintained Infrastructure
17. Careful use of Fiscal Resources
18. Sophisticated Use of Information Resources
19. Willingness to Seek Help from the Outside
20. Conviction that, in the Long Run, You Have to Do It Yourself

# Making it Happen

- Farm Security and Rural Investment Act of 2002  
Title VI: Rural Development  
Subtitle A: Consolidated Farm and Rural Development Act
- Rural Strategic Investment Program
- National Board on Rural America
- Broadband Services in Rural America
- Rural Business Investment Program
- Rural Firefighter and Emergency Personnel Grant Program

# Shaping Place-Based Policy

## Congressional Perspectives:

- “Another policy I will promote in Washington is to exempt the one hundred poorest counties in the country from any federal match for any federal funding whatsoever, whether it’s highways or healthcare. It is simply counterproductive to tell counties which have trouble maintaining an operating budget as it is, that they get no federal money unless they come up with matching funds. We might as well be honest and tell them we can’t help at all in the first place.”
- “A short list of items always on my radar screen include: fixing the Medicare payment disparity and securing benefits for Medicare dependent hospitals and healthcare clinics.”



# Common Goals Among Members of Congress

- increasing resources to family farmers and rectifying the inequities in the Farm Bill
- expanding access to broadband
- improving the rural healthcare system
- generating incentives for new business starts and job creation in rural communities
- preserving the rural environment

*Source:* "Perceptions of Rural America: Congressional Perspectives"  
W.K. Kellogg Foundation (bipartisan survey of 26 members of Congress between December 2001 and April 2002)

# Where Do Hospitals Fit In?

- Part of strategic policy
- providing services
- leaders in health care

# Policies that Matter to Hospitals

- Payment Policies
- Work Force
- Regulatory
- Investment



# Payment Policies

Current morass of specific payments to different categories

- Critical Access Hospitals: improvements being considered
- Sole Community Hospitals: impacted by CAH designations
- Rural Referral Centers
- Medicare Dependent Hospitals

Hospital updates and standardized payment

# Work Force Policies

- Impact of population movement
  - need among elderly
  - future work force among new arrivals
- Continued pressing, immediate needs
  - reauthorized National Health Service Corps
  - reauthorized Conrad 20 program
  - support loan repayment policies
  - support targeted education programs

# Regulatory Policies

- Regulatory reform within Centers for Medicare and Medicaid Services (CMS)
- Regulatory reform within HHS
- Considerations for Congress



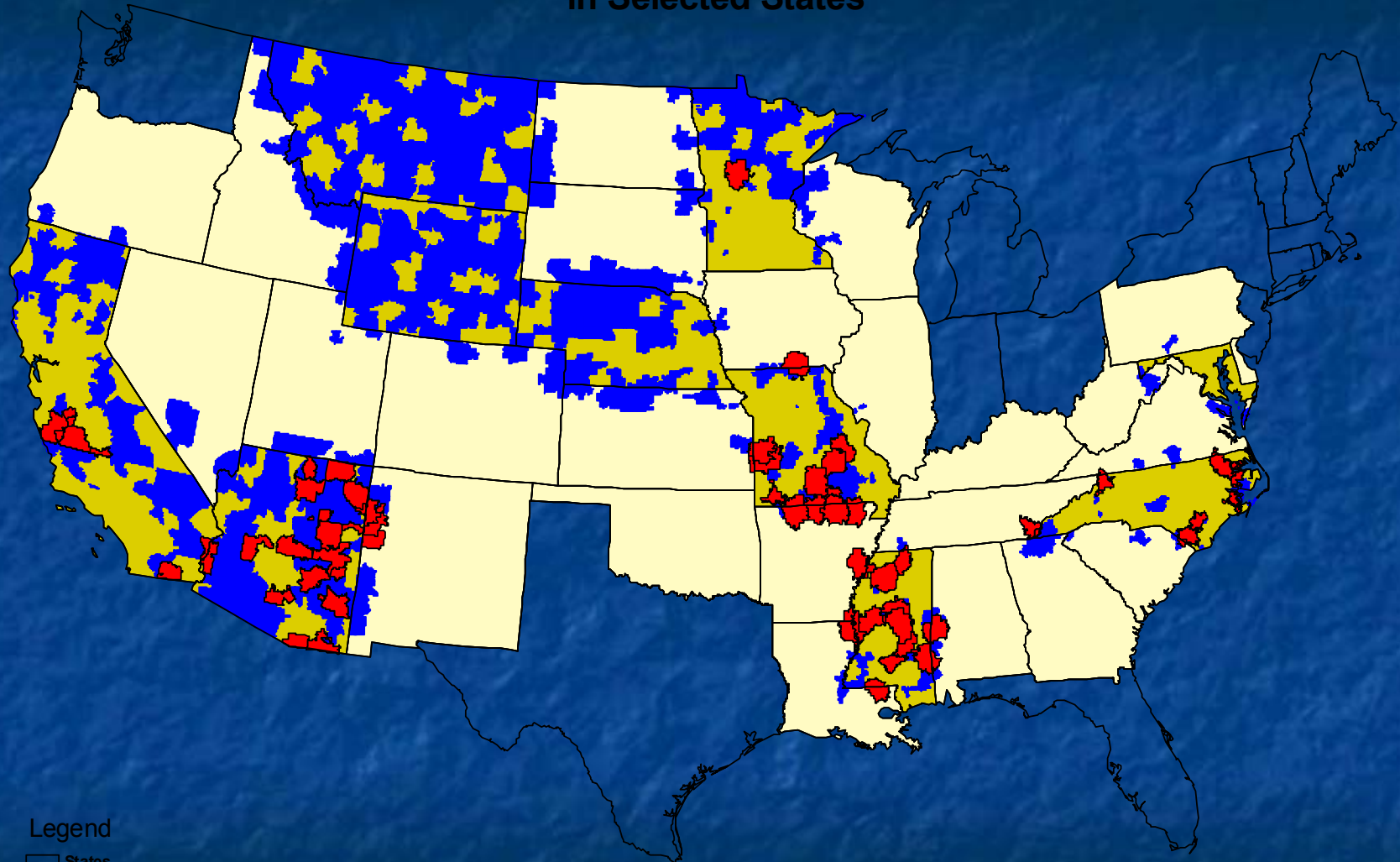
# Investment

- Capital loan programs in HUD, USDA
- Considerations for a new Hill-Burton approach

# A New Approach to Identifying Places in Need

- Vulnerable places based on
- Sparsely populated
- Low potential for generating patient revenue

# Vulnerable Places in Non-Metropolitan Areas in Selected States \*



## Legend

- States
- Places Vulnerable by Principal Component Analysis
- Places Vulnerable by Population
- Study States
- Border States





# Principles for a New Rural Policy

- from the Nebraska City Declaration:
- importance of a place-based framework
- necessity of greater local autonomy
- enhancement of the human and social capital in rural America
- acknowledgment of the essential role government, at all levels, must play
- integration of community efforts within a regional framework

# Principles for a New Rural Policy (con't)

- achievement of a sustainable, nondestructive development
- increased access to technological advances with a recognition that such access is not the only challenge
- investment of the resources required to achieve the results desired
- balancing funding sources for these required investments

# Principles for a New Rural Policy (con't)

- recognition that public and private entrepreneurship, and the optimization of regional competitive advantage, is the most promising trajectory
- expanding our attention to the critical role which natural resources and landscape must play in a holistic rural development strategy
- recognition and action to nurture the richness of our diverse cultures, and the strength which our growing rural diversity offers



# In this Room

- critical stakeholders in local health care delivery systems
- effective advocates for rural health policy
- leaders for health care services in their communities
- potential leaders for a new rural policy that fits specific pieces into the larger puzzle

# RUPRI Center for Rural Health Policy Analysis



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