



Northern Border Regional Commission



NBRC Annual Economic & Demographic Research for Fiscal Year 2023

To Determine Categories of Distress within the
Northern Border Regional Commission Service Area

2023

Photo courtesy of the NH Division of Travel and Tourism Development.

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Acknowledgements

Data collection provided by contractor: Dr. Daniel Lee, Plymouth State University
Data organized by the Northern Border Regional Commission

About The NBRC

Authorized by Congress in 2008 (**40 U.S.C., Subtitle V**), and first appropriated by Congress in 2010, the Northern Border Regional Commission (NBRC) is a Federal-State partnership modeled after the Appalachian Regional Commission. The NBRC was created to provide infrastructure and economic development assistance to projects in counties that have varying degrees of economic and demographic distress.

Authority and oversight functions of the NBRC are shared by five Members: The Federal Government, represented by the Federal Co-Chair, and the States of Maine, New Hampshire, New York, and Vermont, represented by the Governors of those States. NBRC investments and policies are approved by the vote of the Federal Co-Chair and the collective vote of the majority of State Governors.

As a Federal-State partnership, the NBRC enjoys a strong network of State economic development leaders who provide guidance and support for NBRC programs. Such support also helps NBRC staff maintain knowledge of local conditions throughout its extensive service area.

The NBRC partnership is also aided by Local Development Districts, which serve multiple functions: Technical assistance to grantees; assistance with identifying sources of complementary funds; and administration of NBRC grant funds.

The staff of the NBRC are a permanent, non-partisan administrative structure, charged with implementation of the strategic vision of the Members, including NBRC's grant programs.

Overview

By statute, the NBRC is required to annually assess the level of economic and demographic distress within its region:

- To have reliable and timely data that can inform NBRC leadership as they create and improve economic and infrastructure funding programs,
- To create a benchmark in which annual compilations of economic and demographic data can be compared to the NBRC's strategic goals,
- To identify whether or not the NBRC can provide grants to projects within a county,
- Level of match required by grant applicants for projects,
- To assist States as they develop their own economic and community development programs, and
- To provide publicly available information so local decision makers can prioritize their economic and community development strategies.

Federal law (**40 U.S.C., Subtitle V, §15702**) states that, ‘**distressed**’ counties are those that, “have high rates of poverty, unemployment, or outmigration” and “are the most severely and persistently economic distressed and underdeveloped.” The NBRC is required to allocate 50% of its total appropriations to projects in counties falling within this designation. The maximum percent of a “distressed” project that can be funded by the NBRC is **80%**.

‘**Transitional**’ counties “have recently suffered high rates of poverty, unemployment, or outmigration” or “are economically distressed and underdeveloped.” The maximum percent of a “transitional” project that can be funded by the NBRC is **50%**.

‘**Attainment**’ counties are those that are neither ‘distressed’ nor ‘transitional.’ The NBRC is not allowed to fund projects within an attainment county unless the project is within an ‘isolated area of distress,’ or has been granted a waiver. Isolated areas of distress are “areas [municipalities] that have high rates of poverty, unemployment, or outmigration.”

Because poverty, unemployment, and outmigration are only parts of an economic situation, the NBRC has adopted categories above and beyond those directed by statute. These “Secondary Distress Categories” provide a more in-depth survey of the NBRC’s service area as well as greater opportunities to gauge the success of the NBRC’s programs over time. These include: Educational Attainment (bachelor’s degree or higher), Household Income, and Seasonal Home Ownership.

Geographies

The NBRC region includes the following counties:

- **Maine:** The counties of Androscoggin, Aroostook, Franklin, Hancock, Kennebec, Knox, Oxford, Penobscot, Piscataquis, Somerset, Waldo, and Washington
- **New Hampshire:** The counties of Belknap, Carroll, Cheshire, Coös, Grafton, and Sullivan
- **New York:** The counties of Cayuga, Clinton, Essex, Franklin, Fulton, Genesee, Greene, Hamilton, Herkimer, Jefferson, Lewis, Livingston, Madison, Montgomery, Niagara, Oneida, Orleans, Oswego, Rensselaer, Saratoga, Schenectady, Seneca, St. Lawrence, Sullivan, Washington, Warren, Wayne and Yates
- **Vermont:** All counties within Vermont

Data Collected

Data that is collected and priorities given to the data

1. “Primary” Distress Categories:
 - a) Percent of population below the poverty level
 - b) Unemployment rate
 - c) Percent change in population
2. “Secondary” Distress Categories:
 - a) Percent of population with a bachelor’s degree or higher
 - b) Median household income
 - c) Percent of secondary and/or seasonal homes

MAINE

Assessment of Distress in Maine for FY 2023

Distressed Counties

Percent of match required for NBRC award: 20%

Aroostook, Franklin, Oxford, Penobscot, Piscataquis,
Somerset, Washington

Transitional Counties

Percent of match required for NBRC award: 50%

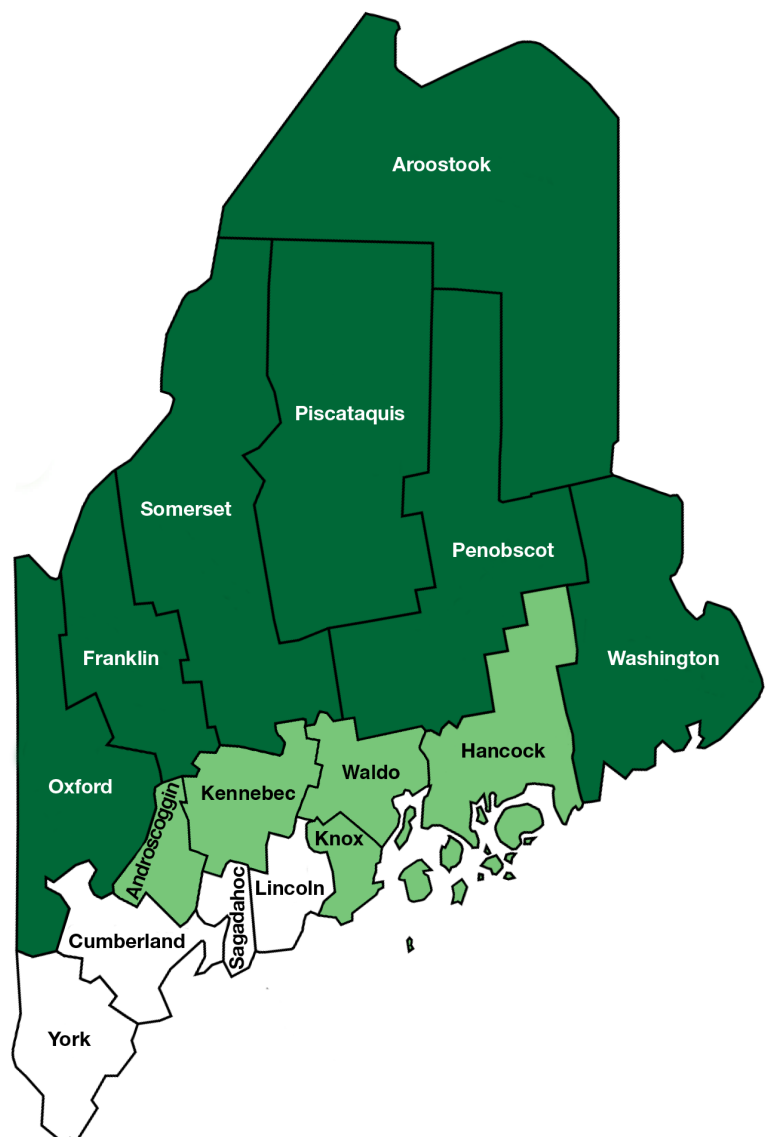
Androscoggin, Hancock, Kennebec, Knox, Waldo

Attainment Counties (not applicable)

Cannot award unless the project is within an
Isolated Area of Distress: None

Isolated Areas of Distress (not applicable)

- "Distressed" 20% minimum match
- "Transition" 50% minimum match
- "Attainment" Ineligible in the NBRC region
- Not in the NBRC region



NEW HAMPSHIRE

Assessment of Distress in New Hampshire for FY 2023

Distressed Counties

Percent of match required for NBRC award: 20%
Cheshire, Coös, Sullivan

Transitional Counties

Percent of match required for NBRC award: 50%
Belknap, Carroll

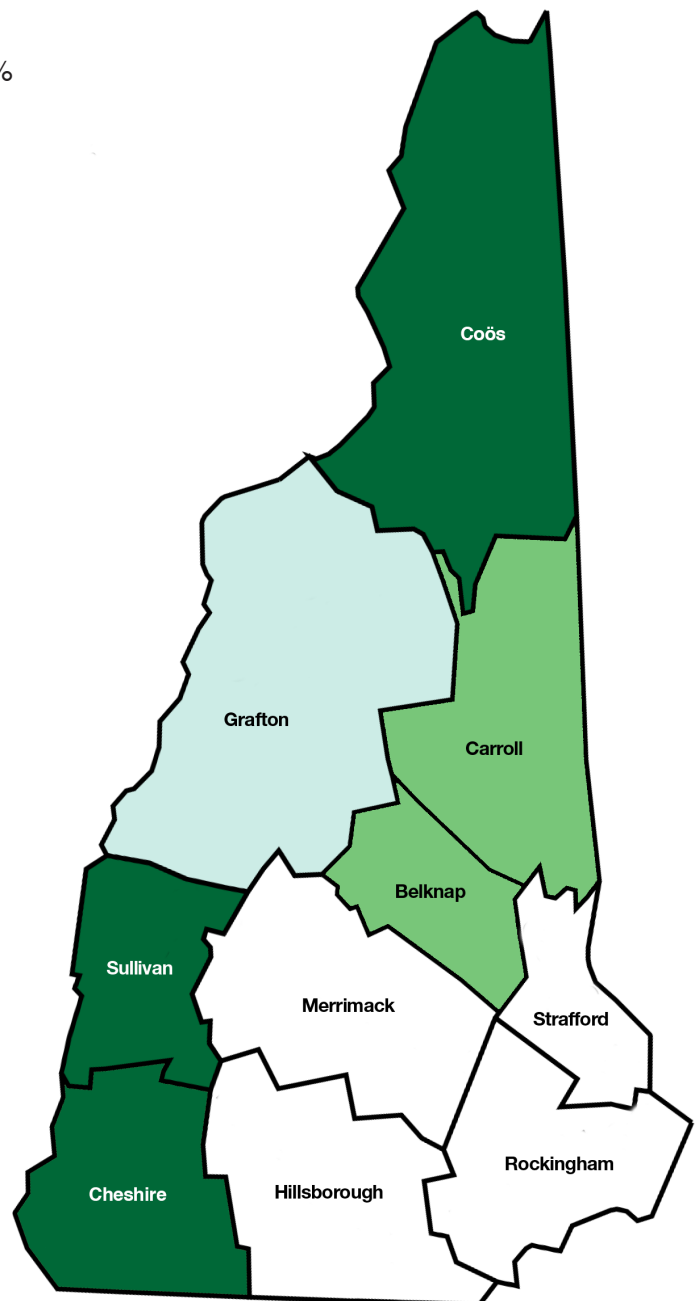
Attainment Counties

Cannot award unless the project is within an
Isolated Area of Distress: Grafton

Isolated Areas of Distress (see page 12)

Percent of match required for NBRC
award: 50% (see list in “New Hampshire
Isolated Areas of Distress” table at the end of
this document)

- “Distressed” 20% minimum match
- “Transition” 50% minimum match
- “Attainment” Ineligible in the NBRC region
- Not in the NBRC region



NEW YORK

Assessment of Distress in New York for FY 2023

Distressed Counties

Percent of match required for NBRC award: 20%

Cayuga, Clinton, Essex, Franklin, Fulton, Genesee, Greene, Herkimer, Jefferson, Lewis, Livingston, Madison, Montgomery, Niagara, Oneida, Orleans, Oswego, Schenectady, St. Lawrence, Seneca, Sullivan, Washington, Wayne, and Yates

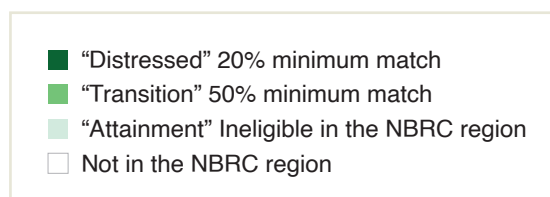
Transitional Counties

Percent of match required for NBRC award: 50%

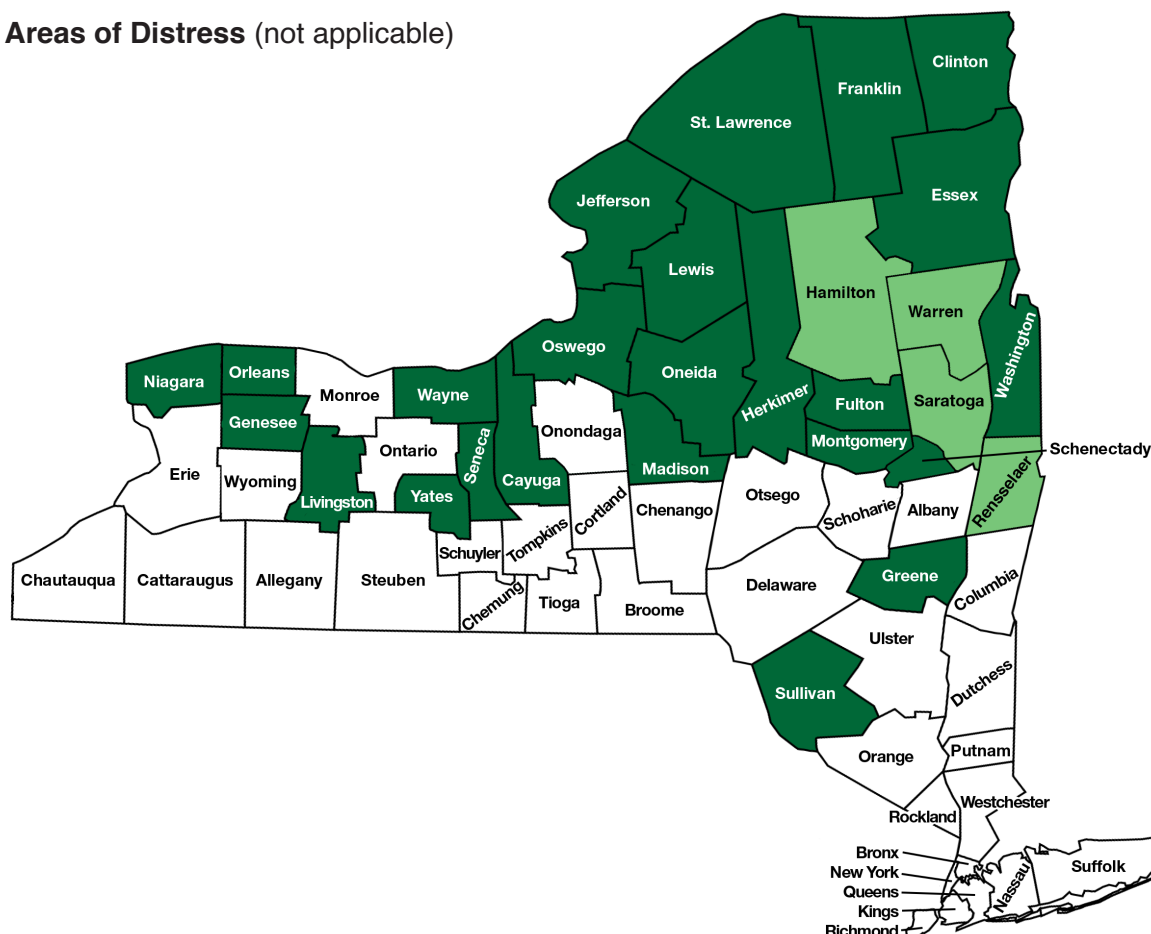
Hamilton, Rensselaer, Saratoga, Warren

Attainment Counties (not applicable)

Cannot award unless the project is within an Isolated Area of Distress: None



Isolated Areas of Distress (not applicable)



VERMONT

Assessment of Distress in Vermont for FY 2023

Distressed Counties

Percent of match required for NBRC award: 20%

Caledonia, Essex, Rutland

Transitional Counties

Percent of match required for NBRC award: 50%

Addison, Bennington, Chittenden, Franklin,

Lamoille, Orange, Orleans, Washington,

Windham and Windsor

Attainment County

Cannot award unless the project is within an Isolated Area of Distress:

Grand Isle

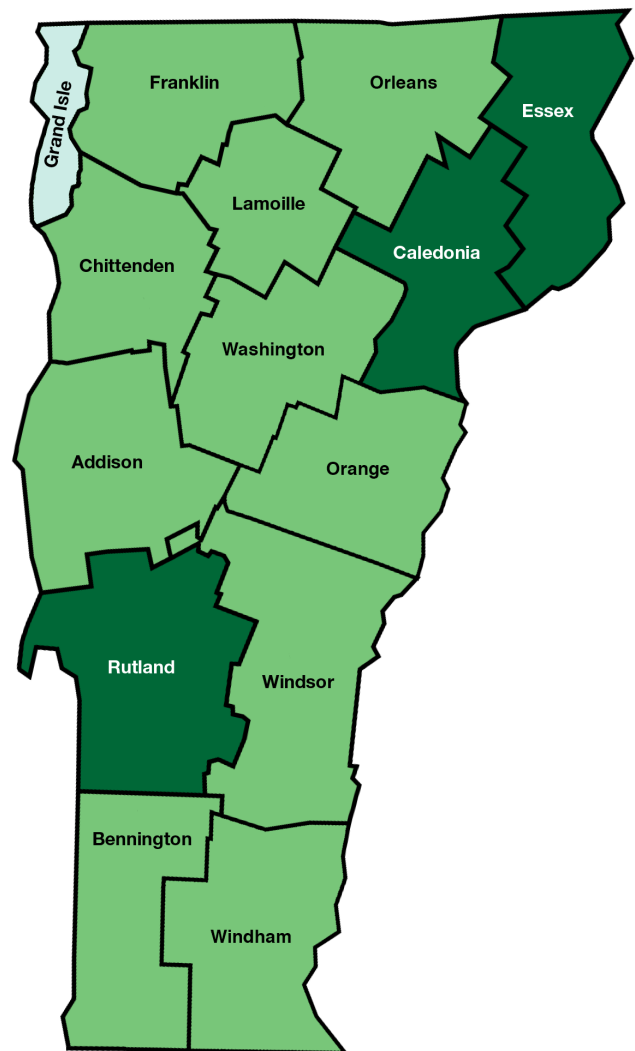
Isolated Areas of Distress (see page 15)

Percent of match required for NBRC award: 50% (see list in “Vermont

Isolated Areas of Distress” table at the

end of this document)

- “Distressed” 20% minimum match
- “Transition” 50% minimum match
- “Attainment” Ineligible in the NBRC region
- Not in the NBRC region



Maine County-level Distress Analysis

Primary Distress Categories (1)

| Percent below poverty level (2) | Unemployment Rate (2) | Percent Change in Population (2) |
|---------------------------------|-----------------------|----------------------------------|
|---------------------------------|-----------------------|----------------------------------|

Secondary Distress Categories

| Percent bachelor's degree or higher (2) | Median household income (2) | Seasonal Home % (2) |
|---|-----------------------------|---------------------|
|---|-----------------------------|---------------------|

| Distressed Counties At least THREE factors AND at least ONE from each category. | Transitional County At least ONE factor from EITHER of the criteria categories. | Attainment Counties No measures of distress. |
|--|--|---|
|--|--|---|

| | | | |
|---------------|------|-----|-----|
| United States | 12.8 | 5.4 | 7.4 |
| NBRC Region | 11.4 | 4.4 | 0.6 |

| | | |
|------|----------|------|
| 32.9 | \$64,994 | 3.8 |
| 30.9 | \$62,757 | 14.1 |

Criteria compared to is > US > US < 0%

< US < US < NBRC Region

| | | | |
|---------------------|------|-----|------|
| Androscoggin County | 11.3 | 4.5 | 3.2 |
| Aroostook County | 14.3 | 4.9 | -6.6 |
| Franklin County | 12.5 | 4.8 | -4.3 |
| Hancock County | 10.1 | 3.6 | 1.9 |
| Kennebec County | 12.4 | 3.7 | 1.2 |
| Knox County | 9.2 | 3.5 | 2.2 |
| Oxford County | 13.4 | 6.1 | -0.1 |
| Penobscot County | 13.4 | 4.6 | -1.1 |
| Piscataquis County | 17.3 | 5.5 | -4.2 |
| Somerset County | 19.5 | 4.7 | -3.4 |
| Waldo County | 12.5 | 4.8 | 2.1 |
| Washington County | 18.1 | 7.1 | -5.4 |

| | | |
|------|----------|------|
| 22.7 | \$55,002 | 2.9 |
| 19.8 | \$43,791 | 16.0 |
| 26.3 | \$51,630 | 35.9 |
| 35.2 | \$58,345 | 35.0 |
| 29.3 | \$55,368 | 10.1 |
| 34.2 | \$57,794 | 21.5 |
| 20.6 | \$49,761 | 31.7 |
| 28.6 | \$52,128 | 8.8 |
| 18.7 | \$42,083 | 46.5 |
| 17.9 | \$45,382 | 23.5 |
| 31.6 | \$58,034 | 16.0 |
| 23.8 | \$44,847 | 27.5 |

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| | ✓ | |
| | ✓ | |
| ✓ | | |
| ✓ | | |
| ✓ | | |
| ✓ | | |
| | ✓ | |
| ✓ | | |

(1) These categories are required under 40 U.S.C., Subtitle V

(2) Source: US Census Bureau, American Community Survey (5 Year Average, 2016-2020)

New Hampshire County-level Distress Analysis

Primary Distress Categories (1)

| Percent below poverty level (2) | Unemployment Rate (2) | Percent Change in Population (2) |
|---------------------------------|-----------------------|----------------------------------|
|---------------------------------|-----------------------|----------------------------------|

Secondary Distress Categories

| Percent bachelor's degree or higher (2) | Median household income (2) | Seasonal Home % (2) |
|---|-----------------------------|---------------------|
|---|-----------------------------|---------------------|

| Distressed Counties At least THREE factors AND at least ONE from each category. | Transitional County At least ONE factor from EITHER of the criteria categories. | Attainment Counties No measures of distress. |
|--|--|---|
|--|--|---|

| | | | |
|-------------------------|------|------|------|
| United States | 12.8 | 5.4 | 7.4 |
| NBRC Region | 11.4 | 4.4 | 0.6 |
| Criteria compared to is | > US | > US | < 0% |

| | | |
|------|----------|---------------|
| 32.9 | \$64,994 | 3.8 |
| 30.9 | \$62,757 | 14.1 |
| < US | < US | < NBRC Region |

| | | | |
|-----------------|------|-----|------|
| Belknap County | 8.7 | 3.8 | 6.0 |
| Carroll County | 8.7 | 5.5 | 4.8 |
| Cheshire County | 9.1 | 3.9 | -0.9 |
| Coos County | 11.7 | 5 | -5.4 |
| Grafton County | 10.3 | 2.9 | 2.2 |
| Sullivan County | 11.2 | 2.5 | -1.6 |

| | | |
|------|----------|------|
| 31.7 | \$67,328 | 30.2 |
| 37 | \$66,932 | 41.4 |
| 33.7 | \$64,686 | 9.1 |
| 19.7 | \$48,945 | 26.5 |
| 42.1 | \$67,476 | 28.2 |
| 29.6 | \$63,760 | 18.2 |

| | | |
|---|---|---|
| | ✓ | |
| | ✓ | |
| ✓ | | |
| ✓ | | |
| | | ✓ |
| ✓ | | |

(1) These categories are required under 40 U.S.C., Subtitle V

(2) Source: US Census Bureau, American Community Survey (5 Year Average, 2016-2020)

New Hampshire Isolated Areas of Distress

GRAFTON COUNTY

| Municipality | Percent Below Poverty | Unemployment Rate | Percent Change in Population |
|-----------------|-----------------------|-------------------|------------------------------|
| Ashland town | 30.0 | 1.0 | -6.6 |
| Bath town | 6.8 | 6.9 | 0.0 |
| Bethlehem town | 8.3 | 3.8 | -1.7 |
| Canaan town | 7.5 | 3.5 | -2.9 |
| Dorchester town | 14.8 | 4.6 | -4.5 |
| Enfield town | 14.4 | 1.6 | -2.6 |
| Franconia town | 1.2 | 4.8 | -1.9 |
| Grafton town | 7.2 | 6.0 | 3.4 |
| Groton town | 4.6 | 1.9 | -4.0 |
| Haverhill town | 5.6 | 1.6 | -2.4 |
| Hebron town | 14.0 | 4.7 | 5.0 |
| Holderness town | 8.9 | 0.8 | -4.9 |
| Landaff town | 19.8 | 10.2 | 7.5 |
| Lincoln town | 5.6 | 0.0 | -1.9 |
| Lisbon town | 11.2 | 6.2 | 1.6 |
| Littleton town | 19.6 | 5.7 | 1.3 |
| Lyman town | 6.1 | 9.9 | 9.8 |
| Orange town | 5.7 | 2.8 | -16.3 |
| Piermont town | 3.5 | 6.3 | -2.7 |
| Plymouth town | 12.8 | 5.8 | -4.4 |
| Warren town | 11.0 | 6.1 | -8.7 |
| Wentworth town | 12.5 | 1.0 | -7.2 |

New York County-level Distress Analysis

| | Primary Distress Categories ⁽¹⁾ | | | Secondary Distress Categories | | | Distressed Counties At least THREE factors AND at least ONE from each category. | Transitional County At least ONE factor from EITHER of the criteria categories. | Attainment Counties No measures of distress. |
|-------------------------|--|----------------------------------|---|--|--|--------------------------------|--|--|---|
| | Percent below poverty level ⁽²⁾ | Unemployment Rate ⁽²⁾ | Percent Change in Population ⁽²⁾ | Percent bachelor's degree or higher ⁽²⁾ | Median household income ⁽²⁾ | Seasonal Home % ⁽²⁾ | | | |
| United States | 12.8 | 5.4 | 7.4 | 32.9 | \$64,994 | 3.8 | | | |
| NBRC Region | 11.4 | 4.4 | 0.6 | 30.9 | \$62,757 | 14.1 | | | |
| Criteria compared to is | > US | > US | < 0% | < US | < US | < NBRC Region | | | |
| Cayuga County | 12.3 | 4.8 | -4.7 | 22 | \$57,985 | 9.1 | ✓ | | |
| Clinton County | 12.3 | 4.5 | -2.8 | 24.4 | \$59,510 | 5.9 | ✓ | | |
| Essex County | 10.1 | 4.7 | -5.1 | 29.8 | \$58,109 | 29.7 | ✓ | | |
| Franklin County | 17.8 | 7 | -7.8 | 20.7 | \$52,905 | 17.5 | ✓ | | |
| Fulton County | 14.8 | 4 | -4.0 | 18.2 | \$51,663 | 14.1 | ✓ | | |
| Genesee County | 10.8 | 4 | -2.8 | 21.9 | \$60,635 | 0.9 | ✓ | | |
| Greene County | 11.5 | 3.7 | -2.6 | 23.9 | \$56,681 | 31.8 | ✓ | | |
| Hamilton County | 8.6 | 2.1 | 5.6 | 19.9 | \$60,625 | 81.2 | | ✓ | |
| Herkimer County | 13.6 | 6.1 | -6.8 | 21.1 | \$58,438 | 16.0 | ✓ | | |
| Jefferson County | 14.4 | 5.8 | 0.4 | 22.5 | \$54,726 | 19.1 | ✓ | | |
| Lewis County | 13.3 | 4.9 | -1.9 | 18.3 | \$56,192 | 26.7 | ✓ | | |
| Livingston County | 12.6 | 4 | -5.4 | 27.5 | \$60,248 | 5.6 | ✓ | | |
| Madison County | 8.5 | 3.9 | -7.4 | 26.6 | \$61,176 | 9.2 | ✓ | | |
| Montgomery County | 17.8 | 6 | -1.4 | 18.7 | \$50,146 | 1.7 | ✓ | | |
| Niagara County | 12.4 | 5.2 | -1.8 | 25.6 | \$57,252 | 1.0 | ✓ | | |
| Oneida County | 14.2 | 4.4 | -1.2 | 26.6 | \$59,113 | 4.0 | ✓ | | |
| Orleans County | 13.8 | 6 | -5.9 | 16.3 | \$52,958 | 3.8 | ✓ | | |
| Oswego County | 16.8 | 6.6 | -3.8 | 20.1 | \$59,070 | 6.9 | ✓ | | |
| Rensselaer County | 10.8 | 5.1 | 1.1 | 33.9 | \$72,510 | 2.2 | | ✓ | |
| St. Lawrence County | 17.6 | 6.8 | -3.1 | 23.6 | \$52,071 | 13.6 | ✓ | | |
| Saratoga County | 5.9 | 3.2 | 7.2 | 42 | \$85,224 | 5.0 | | ✓ | |
| Schenectady County | 11.4 | 7 | 2.2 | 32.1 | \$66,488 | 0.4 | ✓ | | |
| Seneca County | 12 | 3.8 | -4.1 | 21.3 | \$54,865 | 8.8 | ✓ | | |
| Sullivan County | 13.3 | 7.3 | 1.4 | 26.6 | \$60,433 | 33.4 | ✓ | | |
| Warren County | 8.5 | 4.1 | 0.0 | 32.3 | \$64,658 | 20.9 | | ✓ | |
| Washington County | 10.9 | 5.6 | -3.0 | 20.2 | \$59,613 | 9.2 | ✓ | | |
| Wayne County | 11.2 | 3.7 | -2.7 | 23.7 | \$62,003 | 4.8 | ✓ | | |
| Yates County | 13.5 | 3.8 | -2.3 | 24.5 | \$55,307 | 26.0 | ✓ | | |

(1) These categories are required under 40 U.S.C., Subtitle V

(2) Source: US Census Bureau, American Community Survey (5 Year Average, 2016-2020)

Vermont County-level Distress Analysis

Primary Distress Categories (1)

| Percent below poverty level (2) | Unemployment Rate (2) | Percent Change in Population (2) |
|---------------------------------|-----------------------|----------------------------------|
|---------------------------------|-----------------------|----------------------------------|

Secondary Distress Categories

| Percent bachelor's degree or higher (2) | Median household income (2) | Seasonal Home % (2) |
|---|-----------------------------|---------------------|
|---|-----------------------------|---------------------|

| Distressed Counties At least THREE factors AND at least ONE from each category. | Transitional County At least ONE factor from EITHER of the criteria categories. | Attainment Counties No measures of distress. |
|---|---|--|
|---|---|--|

| | | | | | | |
|--------------------------------|----------------|----------------|----------------|----------------|----------------|-------------------------|
| United States | 12.8 | 5.4 | 7.4 | 32.9 | \$64,994 | 3.8 |
| NBRC Region | 11.4 | 4.4 | 0.6 | 30.9 | \$62,757 | 14.1 |
| Criteria compared to is | > US | > US | < 0% | < US | < US | < NBRC Region |

| | | | |
|-------------------|------|-----|------|
| Addison County | 7.1 | 3.9 | 1.5 |
| Bennington County | 11.3 | 4.1 | 0.6 |
| Caledonia County | 12.1 | 3.1 | -3.2 |
| Chittenden County | 11.2 | 3.6 | 7.5 |
| Essex County | 14.1 | 5.2 | -6.1 |
| Franklin County | 9.8 | 4.4 | 4.6 |
| Grand Isle County | 6.3 | 4.6 | 4.6 |
| Lamoille County | 12.4 | 3.7 | 6.0 |
| Orange County | 9.7 | 3.8 | 1.2 |
| Orleans County | 12.3 | 4.2 | 0.6 |
| Rutland County | 10.9 | 3.5 | -1.7 |
| Washington County | 10.2 | 3.2 | 0.5 |
| Windham County | 13.4 | 4.4 | 3.1 |
| Windsor County | 9.4 | 3.8 | 1.9 |

| | | |
|------|----------|------|
| 41 | \$70,262 | 11.4 |
| 37.5 | \$58,200 | 25.5 |
| 30.7 | \$52,481 | 16.2 |
| 52.6 | \$76,316 | 2.7 |
| 18.4 | \$47,035 | 37.5 |
| 26.5 | \$65,314 | 10.2 |
| 42.2 | \$81,667 | 38.4 |
| 41 | \$64,179 | 16.5 |
| 31.9 | \$62,737 | 13.1 |
| 24.2 | \$54,390 | 27.0 |
| 32.2 | \$57,176 | 19.1 |
| 43.7 | \$64,862 | 12.9 |
| 39.7 | \$54,188 | 31.7 |
| 38.4 | \$61,503 | 22.3 |

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| | ✓ | |
| | ✓ | |

(1) These categories are required under 40 U.S.C., Subtitle V

(2) Source: US Census Bureau, American Community Survey (5 Year Average, 2016-2020)

Vermont Isolated Areas of Distress

GRAND ISLE COUNTY

| Municipality | Percent Below Poverty | Unemployment Rate | Percent Change in Population |
|--------------------|-----------------------|-------------------|------------------------------|
| Isle La Motte town | 15.0 | 5.2 | 3.6 |
| North Hero town | 5.3 | 6.4 | 16.9 |
| South Hero town | 5.1 | 9.2 | 2.6 |