

Winslow's economy was historically dependent upon natural resources. During the great Kennebec River log runs Winslow was an economic powerhouse, with the Scott Paper Company mill providing shift work around the clock. In 1960, over half the jobs in Winslow were with the Scott Paper Company and manufacturing in general provided approximately 65% of all employment in town. Now, the economy is much more diverse. No economic sector approaches even 50% dominance, much less employing 2/3 of all workers.

The more diverse economic base contributes to longer commutes for Winslow residents. While many town residents could simply walk to work during the height of the paper mill production, jobs are now spread throughout central Maine. Winslow is part of a regional economy.

The statistics assessed in this chapter are for Winslow. It is important to know employment and education characteristics because they help us understand town-specific demands for housing, recreation, social, and cultural services. Nonetheless, economic development is a regional endeavor, and Winslow officials recognize the value in addressing this subject inter-municipally.

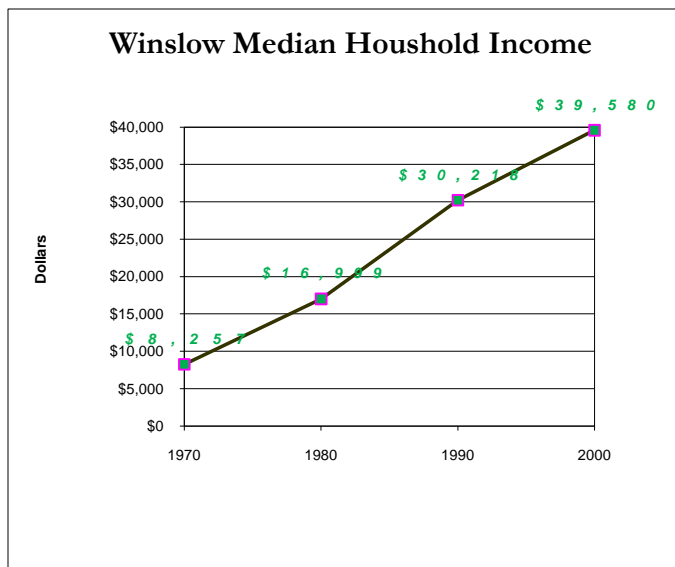
Income

The most conventional measure of a community's economic health is income. The US Census reports two basic types of income measures: Per-capita income, (PCI) which is the aggregate income of the town divided by its population, and Household Income, (HHI) which is the median income of the households within the town. The latter is more helpful from a planning perspective, since households are the basic economic unit of the community.

Per capita income (PCI) is used for comparisons among geographic areas, such as towns. Winslow had a PCI in 2000 (technically, income received the year before the census, or 1999) of \$18,501. This is the highest PCI of towns in the region, primarily because it was also higher in 1990; the rate of growth during the 1990's was lower than other towns, and just barely above the inflation rate of 32%. Kennebec County, in 2000, was similar to Winslow, with a PCI of \$18,520. Maine overall had a PCI of \$19,533 in 2000.

Town	1990 PCI	2000 PCI	% change
Winslow	\$ 13,737	\$ 18,501	35 %
Waterville	\$ 12,002	\$ 16,430	37 %
Benton	\$ 11,938	\$ 18,464	55 %
Fairfield	\$ 10,913	\$ 16,335	50 %
Vassalboro	\$ 11,770	\$ 16,281	38 %

Household income represents the actual budget for most families. Since HHI is calculated based on all family members earning income, individual households can see a dramatic jump if a spouse or other family member starts working. Winslow's HHI in 2000 (1999 income) was \$39,580. This is not a dramatic increase from the 1990 report (\$30,218) once inflation is added in; in fact, it is a loss in real dollars. Nonetheless, Winslow's income levels are better than Kennebec County, which showed a five percent loss in real dollars and in 2000 recorded an HHI of \$36,498.



Dollar amount in figure above is for that year, not year 2000 dollars

The 2000 Census identified 1,078 households with social security income B representing 33 percent of all households. It also identified 662 with retirement income. There is probably significant overlap between the two categories. Census figures only identified 51 households (less than 2 percent of all households) as receiving public assistance.

Winslow Household Income, 2000

Range	Number	Percentage
Less than \$10,000	277	8.5
\$10 B 25,000	765	23.5
\$25 B 50,000	1,045	32.1
\$50 B 100,000	1,040	31.9
\$100,000 and over	134	4.1

The Census Bureau also calculates the *Poverty Rate*, a figure varying from state to state and the number of persons in the household. The actual rate for an area is not stated (because it is different for each household size) but the number of persons below that rate is reported. In 2000, 535 persons were below poverty level, representing less than 4% of the population, including 129 children (seven percent of all children) and 135 persons over age 65.

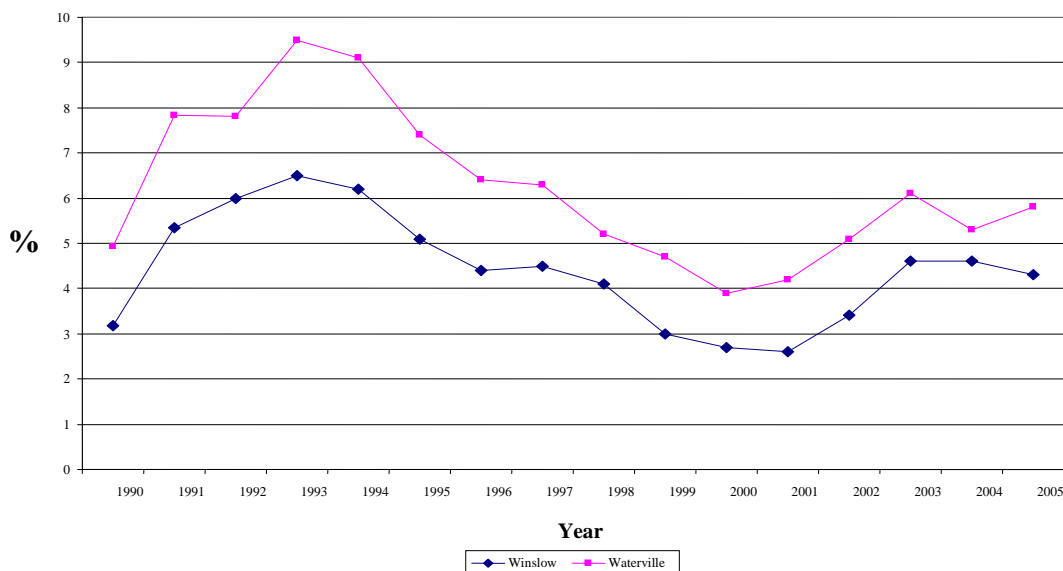
Labor Force

The labor force refers to the number of people either working or available to work within the working-age population. The Census Bureau considers everyone over age 16 as working-age, including those of retirement age. Changes in the labor force are an indication of the number of jobs available, as well as the supply of workers for potential job growth.

In 2000, the labor force in Winslow consisted of 3,930 people, 65 percent of everyone over 16. That total included 1,933 women (60 percent of working-age women) and 1,997 men (70 percent of working-age men). An average of 1.2 members in each household are in the workforce, or, more practically, every fifth household in Winslow is a two-worker family.

The labor force includes both employed and unemployed workers. One hundred fifty nine people were unemployed in 2000, for an unemployment rate of 4.1 percent. Unemployment is also reported by the Maine Department of Labor, which takes monthly surveys, and gives a more accurate picture than the US Census' decennial survey. The chart below highlights Winslow's recent unemployment history as having some hills and valleys, notably a spike in unemployment around 1993 and a low point around 2001. Winslow's 2006 unemployment rate was 3.9 percent, somewhat better than Kennebec County, which had a 2006 unemployment rate of 4.4 percent.

Unemployment Rate, 1990 - 2005



Regionally, Winslow is part of the Waterville Labor Market Area (LMA). The Waterville LMA had a labor force in 2006 of 22,811; Winslow's contribution being 18.5 percent. Waterville was the largest single contributor, with 7,600, or 33 percent. The Waterville LMA experienced an unemployment rate of 4.8 percent in 2006, slightly less than that for Winslow.

Winslow is a net exporter of workers to the regional economy, as are all towns but Waterville. In 2000, there were 1,333 more workers in Winslow than jobs. This is an increase from 1990, when there were only 1,053 more workers than jobs in town, indicating that we are progressing toward a commuter suburb. The side-by-side tables below show the major destinations and origins of Winslow's workers. Waterville employs about 1/3 of Winslow workers; about 21 percent of Winslow workers are employed in Winslow.

Job Types

The table below lists the occupational categories of Winslow workers in 1990 and 2000. Unfortunately, as our economy changes, so do job descriptions, and many occupations today did not exist a decade ago. For this reason, the Census Bureau is continuously changing the way it classifies the thousands of different occupations it files, making the categories difficult to compare from one decade to another.

Occupational Profile of Winslow Workers, 1990 and 2000

Occupation	1990	Percent of total	2000	Percent of total
Executive and Managerial	431	10.4	1,299	34.6
Professional	503	12.1	*	
Sales	454	10.9	936	24.9
Administration and Support	713	17.2	*	
Service	433	10.4	616	16.4
Farm and Forestry	42	1.0	28	0.7
Skilled Labor	557	13.4	879	23.4

* Category eliminated and combined with others in 2000 census

Over one-third of Winslow's workers are executives and managers, a category now including professionals. This is a significant increase from 1990, even after combining the two categories from 1990. Approximately one-third of all Kennebec County workers also fell into this classification in 2000. The category Sales appears to have increased as well, but in reality it has decreased due to the fact that it now includes those positions labeled Administration and Support in 1990.

The Census also classifies workers by the industry of employment. This is not as good as describing a person's actual job, because a factory, for instance, may have secretaries, managers, sales staff and skilled machinists all together. The advantage of this classification system is in gauging which sectors of the economy are doing well.

Industrial Classification of Winslow Workers, 1990 and 2000

Industry of Employment	1990	Percent of total	2000	Percent of total
Construction	377	9.4	212	5.6
Manufacturing	1,004	25.0	530	14.1
Wholesale and Retail	901	22.4	599	16.0
Services, exc. Health and education	556	13.8	741	19.8
Health and education services	784	19.5	1,213	32.3
Agriculture and Forestry	45	1.1	53	1.4
Public Administration	134	3.3	148	3.9

The table illustrates that almost all industrial classifications are losing workers to the services category. “Services” can include anything from restaurant workers to computer technicians, so any specific trends are difficult to identify. Basically, Winslow residents provide things now, as opposed to producing them.

Manufacturing grabs headlines when another plant shuts down. Yet, it is clear from the figures that manufacturing is no longer a significant player in the regional economy. It would be far more detrimental to the economy for a hospital to shut down. Regional expertise is now in health and education, which, fortunately, appears to be growing at every level. Economic development aimed at health, education, and other service-related jobs will best serve our current workforce.

Education

Another clue to economic development efforts is the education level of the workforce. Jobs that require mastery of math, science and problem-solving skills are more likely to be found in areas with higher educational levels. College graduation is almost a basic requirement for many professional, health-related, and educational positions. Income levels are also higher for jobs requiring more education.

Approximately 85 percent of Winslow adults are high school graduates, and one in five is a college graduate. This is about average for the region. Winslow’s college graduation rate is slightly lower than that of Kennebec County (20.7 percent) and Maine (22.9 percent). This puts Winslow at a disadvantage when trying to attract high-paying jobs, relative to other regions of Maine.

Town	High School	College
Winslow	84.6	19.9
Waterville	82.7	21.0
Fairfield	86.4	12.9
Benton	82.6	13.9
Vassalboro	87.1	18.8
China	89.2	21.5
*percent of persons over age 25		

Childcare

An often overlooked aspect of economic development is childcare. With the number of dual-worker families increasing, combined with more families moving in from outside the region (family caregivers not available), quality and affordable childcare is increasingly becoming a necessity, not a luxury.

According to the 2000 US Census, there were 394 families in Winslow with all adults in the household in the workforce. Based upon this figure, there were a total of 459 children under age 6 requiring childcare. Yet, according to the Maine Department of Health and Human Services, there was not a single child care center in Winslow. There were 15 family child care homes, but these only provided a capacity of 79 children. Thus, 380 children, or 80% of those needing childcare had no local options.

Analysis and Key Issues

To reiterate, Winslow is part of a regional economy. Major employers include regional hospitals and health care facilities and colleges. Yet, even these major employers are nothing like what the Scott Paper Company used to be – THE employer. Winslow residents commute to Augusta and Skowhegan, in addition to Waterville. The town participates in regional partnerships such as FirstPark, recognizing that economic development in the region is economic development for Winslow.

The regional downtown is in Waterville. Recent development activities there include the Hathaway building redevelopment project. Many Winslow residents live easily accessible to Waterville's downtown, including access via the Two-cent pedestrian bridge. The old Scott Paper Company mill, by virtue of its prime location, could also soon experience a revival in terms of development beyond the business incubator it is now. The Carter Memorial Bridge is a major thoroughfare connecting Winslow with the larger region (not just Waterville, but also Interstate 95). Winslow's industrial park, along the Augusta Road south of the Carter Memorial Bridge, presents opportunities for growth.

Tourism could become an emerging economy in Winslow. The removal of the Edwards Dam in Augusta a decade ago has slowly spawned a rediscovery of the recreational attributes of the Kennebec River, including annual activities such as the Spring Running Riverfront Festival and the Whatever Family Festival. These recreational tourists buy food and supplies, as well as visit local municipalities. The removal of the Fort Halifax Dam has expanded these recreational opportunities, such that boaters can now travel un-dammed through Winslow and the Sebasticook River down to the Kennebec River. Perhaps this expansion of activity will slowly see effects through increased tourism revenue to local businesses.

Opportunities abound for economic development. Winslow has laid the economic foundation for large-scale development through activities such as participating in FirstPark and connecting utilities to the Winslow Industrial Park. Now, it is the small-scale economy that needs assistance. Winslow's continued participation in regional efforts, which can provide grants and low-interest loans to local entrepreneurs, will encourage development. Local regulations assisting home occupations, especially daycare providers, will also slowly develop the economy.

Policies

- The town should support the type of economic development activity the community desires, reflecting the community's role in the region.
- The town should financially and administratively support regional development activities.

Strategies

- ✓ Public committees, boards, and councils should continue their practice of open public participation.

Volunteers should continue to seek input from fellow residents outside specific public forums. Make sure residents understand that their opinions matter in the future growth of the town.

- ✓ The Town should continue participating in regional collaborative efforts.

Whenever new development proposals arrive, the Town Council and Planning Board should make their neighbors aware of the situation, in case there are opportunities for collaboration. The town should also continue supporting organizations such as the Kennebec Valley Council of Governments, Central Maine Growth Council, and FirstPark.

- ✓ The Planning Board should amend local ordinances to reflect the Future Land Use Plan as outlined in this Comprehensive Plan.

The Planning Board should recommend modifications to the town zoning regulations to encourage development in western Winslow, while also providing for small-scale rural development, such as farmstands, in eastern Winslow. Regulatory changes should include incentives, such as decreased minimum lot sizes for appropriate development. Proposed changes should be presented to the Town Council in 2009.

- ✓ The Planning Board should investigate grant opportunities for appropriate development.

The federal government has several programs, such as the Community Development Block Grant program and USDA Rural Development program, specifically designed to assist towns that have a plan for appropriate economic development. The Planning Board should work with the Town Council to assign subcommittees to investigate various programs, and report back to both Board and Council on which may work for Winslow. The Planning Board and Town Council should begin forming subcommittees by 2010.