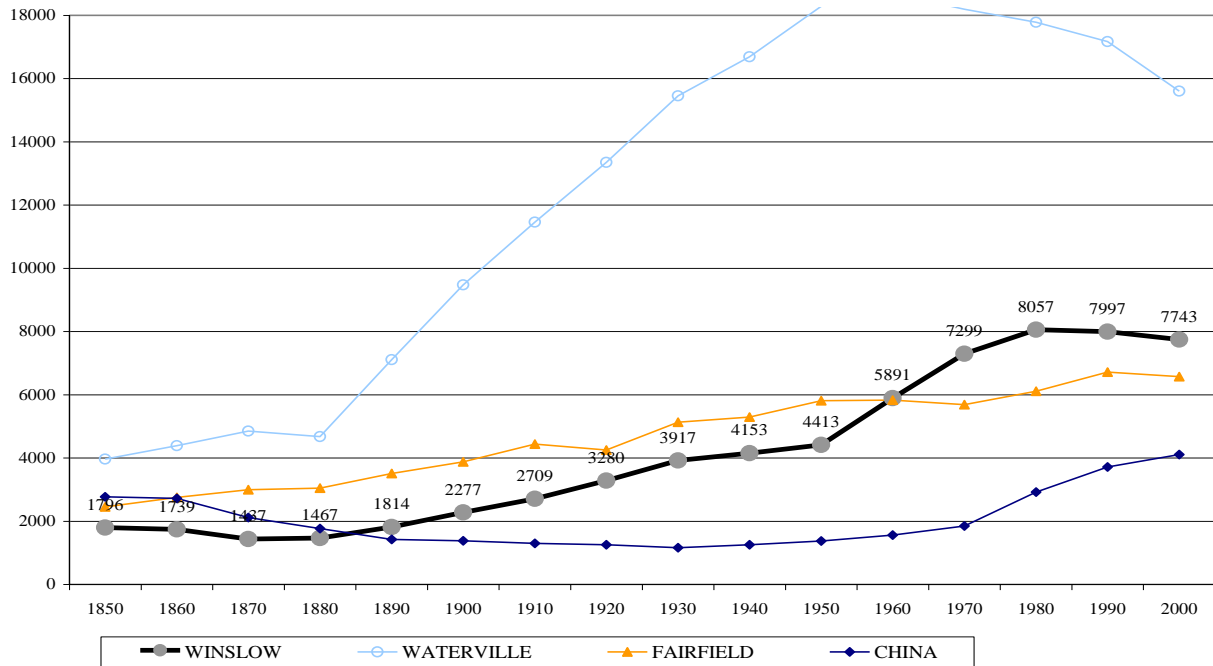


The size and vitality of a town is usually measured by its population. Historic population trends (see chart below) indicate four similar towns in the mid to late 1800s. Then, while Waterville’s population exploded in the 20th century, Winslow experienced slow and steady gains. In 1990, the Winslow population decreased for the first time in over a century, settling to 7,743 residents in 2000.

150 Years of Population Change, 1850-2000



Winslow’s population and growth rate is not unusual for an urbanized area in central Maine. Following the chart above, Winslow and Fairfield are quite similar from 1850 to 1950. Geographically, they both contain small urbanized sections bordering Waterville, whereas the bulk of each town is rural. The two towns differ, however, post 1950; during which time Winslow’s population figures mirror those of China. The flight to the suburbs, occurring all across the United States, doubled the population of Winslow in the thirty years covering 1950 to 1980. That same spike began in China in 1970, doubling the population there thirty years later. Though we do not have official US Census figures, our best estimate for a 2007 Winslow population is 8,053. Since 1980, there has been minimal population change in the town of Winslow.

Natural Change and Migration

Population change can be broken down into two elements: ANatural Change,@ which is the difference between births and deaths, and AMigration,@ which is the difference between those moving into town and those moving out.

Natural change tends to be a fairly slow-changing number, based on trends in longevity and fertility. Between 1990 and 2000, Winslow recorded 782 births and 720 deaths, for a net

increase of 62. Between 2000 and 2005, the town has experienced 380 births and 397 deaths. The increase in deaths suggests that Winslow is becoming home to an increasingly older population – as is the entire state of Maine.

Migration is calculated as the difference between population change and natural change. Whatever difference in population was not covered by births and deaths, we attribute to migration. People choose to move into or out of a community based on many factors such as availability of employment, cost of housing, and quality of life. In the 1980=s, Winslow had an *out*-migration of 393 residents. In the 1990=s, the town had an *out*-migration of 288 residents. Based upon our current estimates for an increasing population, coupled with a death rate greater than the birth rate, we believe the town is currently experiencing a net *in*-migration.

Households and Families:

The basic unit of measure for the Census Bureau is not persons, but AHouseholds.@ Households consist of everyone living in a housing unit, including single persons, families, and unrelated individuals. There are occasionally persons who do not live in a Ahousehold,@ and are classified as living in Agroup quarters.@ In 2000, 49 Winslow residents lived in “group quarters.”

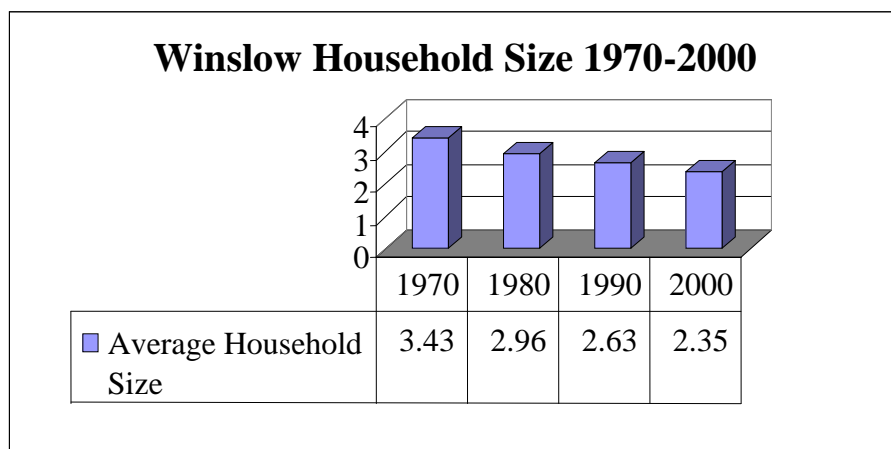
The table below illustrates the type of households in Winslow, and how they are changing over time. A common American trend is borne out in the table – decreasing numbers of the traditional two parents with kids household. This household type still represents over half of the total, but other household types are growing significantly.

Household Characteristics, 1990 and 2000

<u>Household Type:</u>	<u>1990</u>	<u>2000</u>	<u>% change</u>
Single-person Households	646	875	35
Single-person Aover 65@	295	442	50
Married-couple families	1,890	1,754	- 7
Single-parent male-headed families	86	119	38
Single-parent female-headed families	299	339	13
All Households	3,051	3,268	7

Note that the total number of households increased (by approximately 200) during the same decade that Winslow experienced a decrease in population (by approximately 250). Fewer people in more households equates to a lower average persons per household, known as “household size.” Throughout the country, the average household size has been in decline for decades. Explanations for this trend include smaller families, broken families, more independent living among the elderly, and delayed marriage among the young.

Winslow’s average household size has been declining since the 1970s. In fact, the average household in 2000 contained 1 fewer person than the average household in 1970.



Age:

In nearly every community over the past few decades, the significant feature of the age issue has been the Baby Boom. These are persons born between 1945 and 1965. The Baby Boom Generation has changed the landscape, literally, over its lifetime. First, large schools were built in the 1950s and 1960s, and now major 55+ and other retirement housing developments are peppering municipalities.

Percentage of Winslow Population by Age Group, 1970 - 2000

Age Group	1970	1980	1990	2000
Under 18	39	31	26	24
18 - 64	53	59	61	58
Over 65	8	10	13	18

Baby Boomers were primarily under age 18 in 1970. As this generation ages, the relative percentage of children declines, and the working segment swells. Upon reaching the year 2000, when the earliest Baby Boomers begin retiring, the over 65 age group continues to increase and the under 18 age group continues to decrease. However, the working age group declines for the first time. The Baby Boomers are now retiring in force, helping explain the decrease in average household size.

Another measure of community aging is its Median Age. A median is a point at which exactly half the population is above and half below, and is not the same as Average. Winslow's median age in 2000 was 41, a six year difference from 1990. During the 1990s, more people were added to the Old side of the equation than the Young side. According to the chart on the right, Winslow not only contains the highest median age

Median Age		
<u>Town</u>	<u>1990</u>	<u>2000</u>
Albion	34	37
Benton	35	38
China	32	37
Vassalboro	33	37
Winslow	35	41
Waterville	32	36

in the region, but it also aged faster than its neighbors during the 1990s.

A decreasing household size and aging population have an impact on development in Winslow. At 3.43 persons per household in 1970, 1,000 people fit into 291 homes. At 2.35 in 2000, it now takes 426 dwelling units to house the same number of people. Over 30 years, more than 1,000 dwelling units were built in Winslow, just to shelter the same population.

What about the future? For every one-tenth of a drop in the average household size (e.g. from 2.35 to 2.25), about 150 new dwelling units will be needed just to maintain Winslow's population.

Future Scenarios

Historic population and demographic trends are interesting; but their true value is in predicting the future. The conventional mechanism of forecasting the future is to project past trends. A typical forecast would draw on the growth rate from the past 20 years, and assume that it will continue into the next 20 years. The Kennebec Valley Council of Governments' (KVCOG) growth forecast is based on such a formula. KVCOG's estimate for 2020 is a population of 7,900. The State Planning Office (SPO) uses a more sophisticated formula that takes into account the survival rate of different age groups in town, migration rates, and other factors. SPO's forecast for Winslow in 2020 is 7,770. Both KVCOG and SPO project a slight gain in population from 2000, even without knowledge of recent building trends.

Simple population projections like the one described above are rarely accurate. They work for small towns with predictable conditions, for example Winslow from 1850 to 1950. However, the population growth in Winslow from 1950 to 1970 was nothing like the population changes from 1930 to 1950. Perhaps more important than the overall number are the components of population, for example age. In Winslow's case, though there may be no significant population boom, the aging of the population will have a considerable effect on town services.

The following three scenarios project population changes to the year 2025, estimating the impact on the town. We use US Census data from 2000, even though the year is now 2008, because Census data is the most accurate. To simplify the process, we assume a 2000 population of 8,000 residents.

Scenario 1: Stable Population

The first or "baseline" scenario for Winslow is defined as no population change. Remember, however, that "no population change" does not mean "no growth."

Though Winslow's population may not change in 25 years, the components of the population will most assuredly be different. Currently, the trend with the greatest impact on growth is declining household size. This scenario assumes a gradual slowing of the declining

household size, to reflect the aging of the Baby Boom generation. Over the last 30 years, the average household size decreased by .47 people in the 1970's, .33 in the 1980's, and .28 in the 1990's. We forecast that over the next 25 years the average household size will shrink by another .18 people, to 2.17 persons per household.

Using these figures, the population of 8,000 in 2025 will yield 3,687 households. In 2000, there were 3,268 households in Winslow. The difference is 419. That means, over a 25 year period, 419 new homes must be built *to accommodate no increase in population* – about 17 dwelling units per year.

In 2000, Winslow had an average of 0.43 school children per household; 419 more households could produce 179 more students, even with no population growth. Each new home also requires street frontage. A multi-family building in the R-C district requires only 100 feet of road frontage, but a single family house in the R-D district requires 200 feet. If 419 new households were all in 4-unit buildings, they would create as little as one new mile of road, but if they were all in rural homes, at least eight miles of new roads would be constructed.

Similarly, land area is consumed for housing. With a minimum land area requirement of 10,000 square feet in R-C, 419 4-unit buildings would occupy only 24 acres of new land; 419 homes in the 2-acre rural district would take up at least 838 acres.

Scenario 1:	
New Residents:	0
New Housing:	419
New Students:	179
New Jobs:	347

We can also calculate the number of new jobs that will come with these households. Unlike household size, the ratio of workers to households has stayed a relatively constant 1.2 for twenty years. So, in 2025, another 419 households will produce 503 new workers. Even assuming an unemployment rate of five percent, another 478 new jobs will have to be in place. According to 2000 figures, only one out of five Winslow workers actually worked locally. Using the 2000 ratio, about 100 new jobs would be required in Winslow, the other 378 in Waterville or elsewhere. However, non-residents also work in Winslow. Again, using Census data from 2000, the town would have to create approximately 347 total new jobs to provide the same opportunities as exist now.

Scenario 2: “Maine Growth”

Between 1990 and 2000, Maine’s population increased by 4 percent. Since household sizes decreased statewide just as in Winslow, the growth in housing units was actually 11 percent. Many parts of the state have been criticized for wasteful sprawl and poor development, even though growth was relatively slow. Part of the difficulty with sprawl is that most people only notice population growth, and do not understand that a 4 percent population growth rate translates into an 11 percent land use issue. Trying to accommodate 11 percent more housing units in a 10 year span is a much more complicated endeavor than simply absorbing 4 percent more people. In Scenario 2, we consider what would happen if Winslow’s population grew at the state average rate.

A four percent per decade growth rate is roughly equivalent to ten percent over our planning era. Winslow’s population would grow to 8,800, or approximately 32 new residents per year.

Over 25 years, that growth would require a total of 4,055 housing units, at a building rate of 31 units per year. *This is about the same rate of construction as China has been experiencing over the past few years.* The total of 787 new units could result in 338 new school children. Using the same “extremes” of multi-family housing versus rural housing, it could also result in 2 or 15 miles of new roads, and 38 or 1,335 acres (over two square miles) of developed land area.

Scenario 2:	
New Residents:	800
New Housing:	787
New Students:	338
New Jobs:	583

An addition of 667 new households would add 800 new workers to the labor force. At a five percent unemployment rate, the region would need to add 760 new jobs, 168 of them in Winslow. Again, since not all new jobs go to Winslow residents, the actual level of new jobs in town would need to be 583 to provide the same access. This is over a 25-year period, so the rate is about 23 per year.

It should be noted that the results in this scenario are accurate, even though the 800 new residents equate to 800 new jobs. The numbers illustrate that social and economic trends are affecting *existing* households in Winslow as well as those created by growth.

Scenario 3: Current Events

In Scenario 3, we project the same rate of new construction as has actually been reported in Winslow between 2000 and 2006. During that period, the town added 207 new homes – a rate of 35 per year. It is true that many of these were in a single development, but the most likely scenario for accelerated growth is just that: one or two “major” subdivisions or apartment developments.

If Winslow continues at the rate of 35 new dwelling units per year until 2025, the end result would be a total of 875 new units. That would represent more than a 25 percent increase in the total housing stock of Winslow. Using our assumption of household size, it would result in a 2025 population of 8,990.

Scenario 3:	
New Residents:	990
New Housing:	875
New Students:	376
New Jobs:	702

875 new housing units could produce 376 new school children. The new housing could occupy between 2 and 17 miles of new road, and between 50 and 1,726 acres of land converted to residential development. 875 new households, at 1.2 workers per household, will put 1,035 new workers into the labor force. It will require 984 new jobs, 207 in Winslow. That could require over 700 new jobs, an average growth rate of 28 per year.

It is not just a few new subdivisions that could realize this scenario for Winslow. The business of economic development is expansion. Nobody builds a business or industrial park in the hopes that it remains empty. If the spaces at FirstPark, as well as the industrial parks in

Waterville, Fairfield, and Winslow, continue to be rented, enough regional jobs would be generated to create the significant population growth envisioned in this scenario.