



POPULATION & DEMOGRAPHICS

INTRODUCTION

Hallowell's population has been slowly declining for the past 40 years. The current indications are that, due to some recent developments, that decline is likely to be reversed. The City is likely to see an increase over the next few years, though it's not clear how long that trend will last.

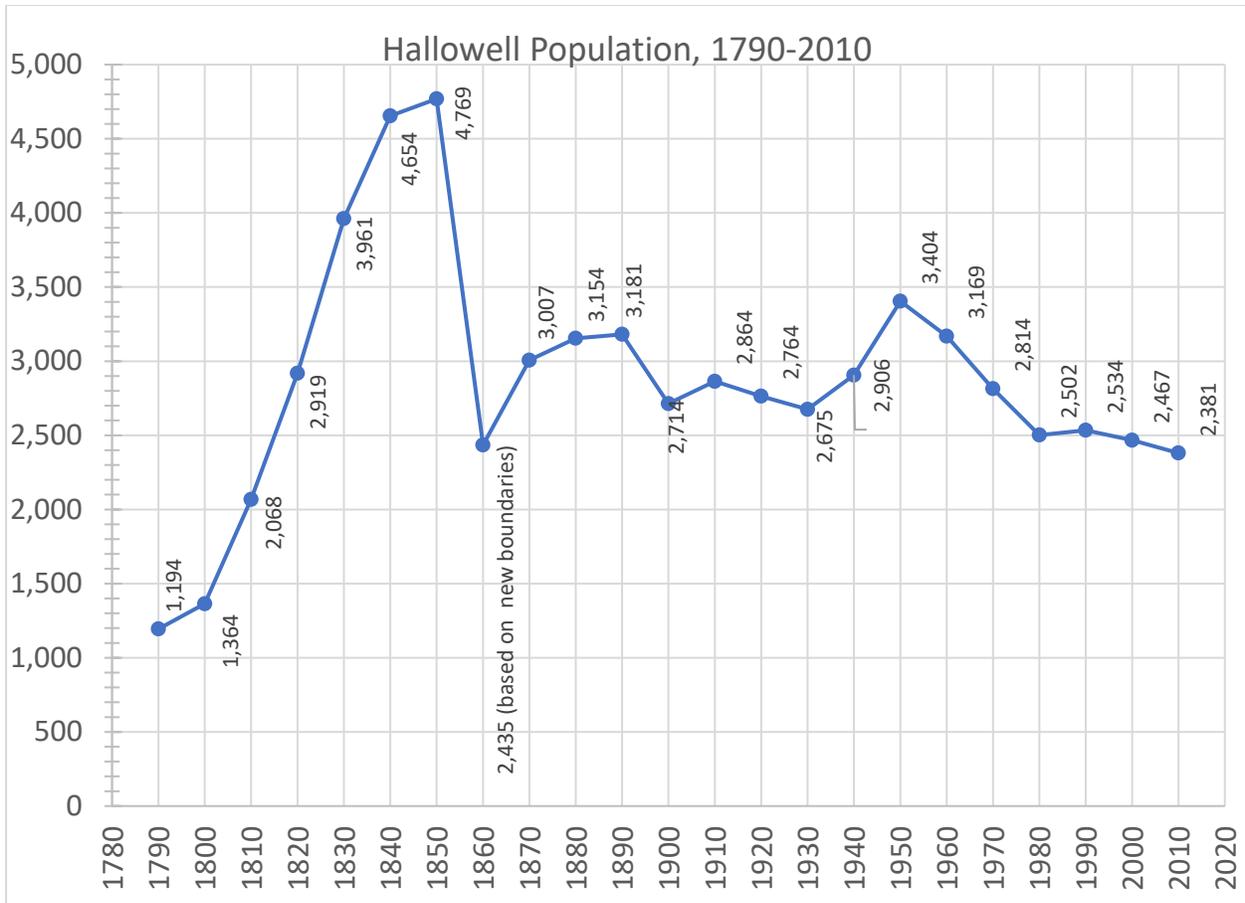
As shown in the decennial census data charted below, Hallowell went through a strong period of growth in the first half of the 19th century. Adjustments to the municipal boundaries reducing the size of the city resulted in a decline in the population in the 1850's. After that, the population fluctuated around 3,000 for the next hundred years. In the second half of the 20th century the population declined, like that of many American cities.

Starting in 1980, the City's population stabilized at around 2,500 residents, where it has more or less remained since that time. There has been a small, but steady, decline from that number, but the 2010 census showed 2,381 residents. The 2018 American Community Survey (ACS) estimate for population is back up at 2,506. However,

the ACS is only an estimate, and the ACS estimates in Hallowell are generally only accurate to plus or minus five percent. That means the 2018 population could have been as low as 2,268 or as high as 2,744. Until the 2020 decennial census results are released, the ACS data is the most current, albeit imperfect, source of information.

While the overall number of residents has remained constant, there have been variations within the population of the city. There are ways some areas in which the city has not changed, but the county and state have. That lack of change in comparison to the changes in larger regional demographics is, in itself notable. For example, many cities in Maine lost significant portions of their population over this time period. The fact that Hallowell only lost a relatively small population indicates a demographic stability that will impact how to plan for Hallowell for the future.

The 2010 Comprehensive Plan did a good job of comparing trends for Hallowell up to that date. For that reason, this section will focus on what appears to have changed, or stayed the same, since 2010.



Source: U.S. Decennial Census 1790-2010

A Word on Demographic Data

Until 2010, the U.S. Census data collected by the Department of Commerce was gathered every 10 years. There was a “short form” that everyone filled out, and a “long form” that only some members of the population completed. Most of the data used until 2010 was from the long form. While that data was only available in 10-year increments, it was accurate within a small margin due to the large sample size.

Starting in 2005, the Census Bureau began an annual collection of a smaller selection of the population. Those “American Community Survey (ACS)” data sets are then combined into 1-, 3- or 5-year compilations to get a statistically valid sample of a population. For a city the size of Hallowell, only the 5-year compilations are generally used. While they give more timely information on demographics and housing (for example, we can collect 2018 data, while in 2008 we could only use 2000 data), the numbers have a range of accuracy based on the smaller sample size. For this section, unless specified otherwise, the data is all from the 5-year ACS datasets for Hallowell. Those generally have a margin of error of +/-5%. So, for example, a statistic that reads “100” could be anywhere between 95 and 105, and has a small possibility of being farther off as well. For planning purposes, the drawbacks of that margin of error are almost always outweighed by the ability to get data for any particular year.

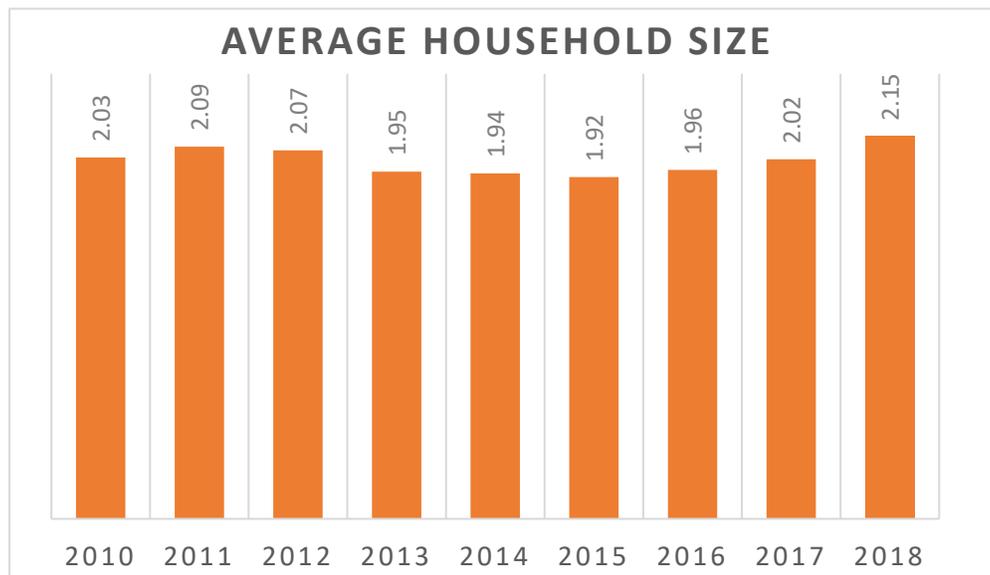
HOUSEHOLDS

Just as the number of residents has declined slightly since 2010, so the number of households has similarly had a small decline. The change seems to be driven by a reduction in number of total families in the City, and an increase in the average family size. At the same time, the number of families with children has increased, and the number of family households with a married couple has decreased. All in all, the trend seems to be towards non-family households, with the family households being more likely to have children in them, as well as less likely to be a married family. While these changes are generally outside

the margin of error, they are not large enough to indicate any significant changes in the overall character of the community. Rather, they indicate small changes in household constitution that may indicate a number of different factors.

The average household size initially appears to have increased from 2010 to 2018. However, if you look more closely at the data (see the chart below), it appears this increase may just be part of a general swing up and down of that average household size. Without a longer-term trend, all we can say at this point is that the average household size in Hallowell is approximately 2.05, and varies from year to year.

HOUSEHOLDS	2010	2018	Change, 2010-2018
Total households	1,168	1,099	-5.9%
Average household size	2.03	2.15	5.9%
Total families	699	617	-11.7%
Average family size	2.64	2.95	11.7%
Households with own children under 18 years	227	252	11.0%
Married Couple Family Households	544	471	-13.4%
Average Married Couple Family Size	2.73	3.1	13.6%

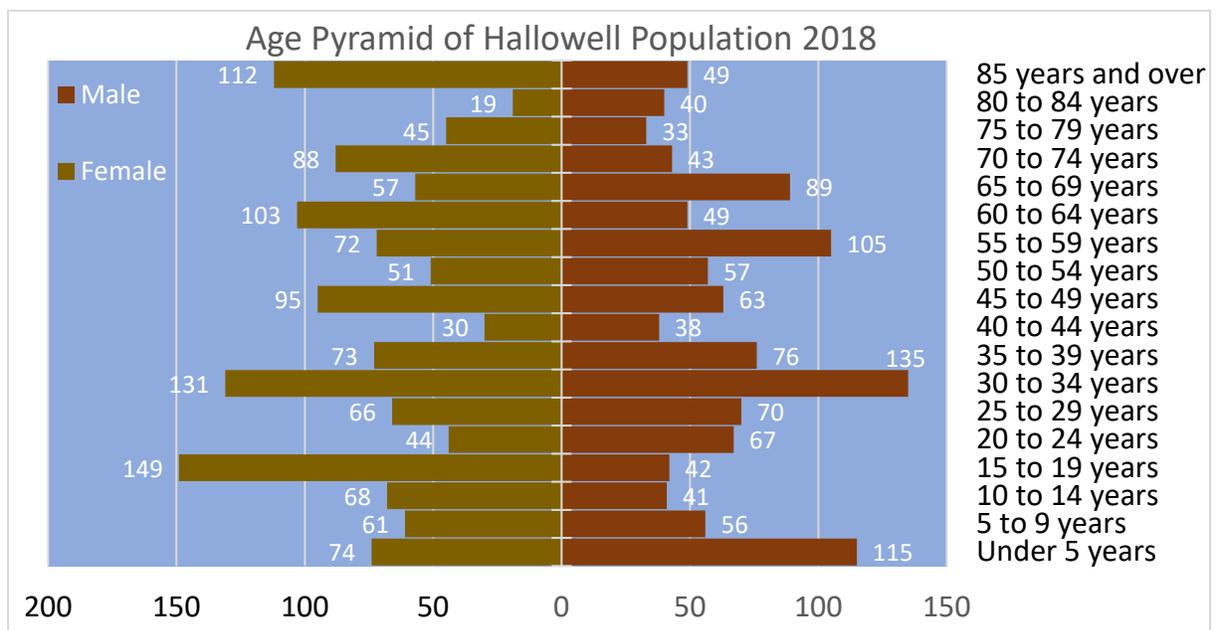


“Family Household” vs. “Non-Family Household”

One common question when looking at U.S. Census data, including that from the ACS, is about the terms “non-family household” and “family household.” While respondents generally self-define their living situations when responding to U.S. Census inquiries, here is the difference as described by the Census Bureau:

Family Household: “A family group is any two or more people ... residing together, and related by birth, marriage, or adoption. A household may be composed of one such group, more than one, or none at all. ... A family household is a household maintained by a householder who is in a family ... (as defined above), and includes any unrelated people ...”

Non-Family Household: “A nonfamily household consists of a householder living alone (a one-person household) or where the householder shares the home exclusively with people to whom he/she is not related.”



AGE AND GENDER

Age and gender of residents is generally shown in an “age pyramid” that breaks the population up into age groups and breaks those groups up by gender. One gender is shown on each side of a central axis,

traditionally creating a pyramid shape with more young people and fewer old people.

Hallowell is a fairly small city, and as a result, breaking out the population into a traditional age pyramid should be approached cautiously. There will be highs and lows in that pyramid that are not

indicative of larger trends. Nonetheless, the age pyramid for Hallowell (above) includes some interesting information. The population is not generally aging the way much of the rest of Maine is. A sizeable portion of the population is aged 30 to 34 years. Hallowell also has a smaller number of children than many places in Maine. Families are a decreasing proportion of households overall, so it may be that younger professionals are locating in the city but have fewer children.

Like the rest of Maine, Hallowell has a significant population of older residents. This indicates that there are likely options

for the older residents for appropriate housing stock and services in Hallowell.

In general, the “flatness” of the pyramid indicates a diversity of ages in the city. While there are some unusual bumps, such as the much larger number of females aged 15 to 19 than males, those are likely a combination of sample errors and one-year anomalies, and are probably not indicative of any pattern that affects planning.

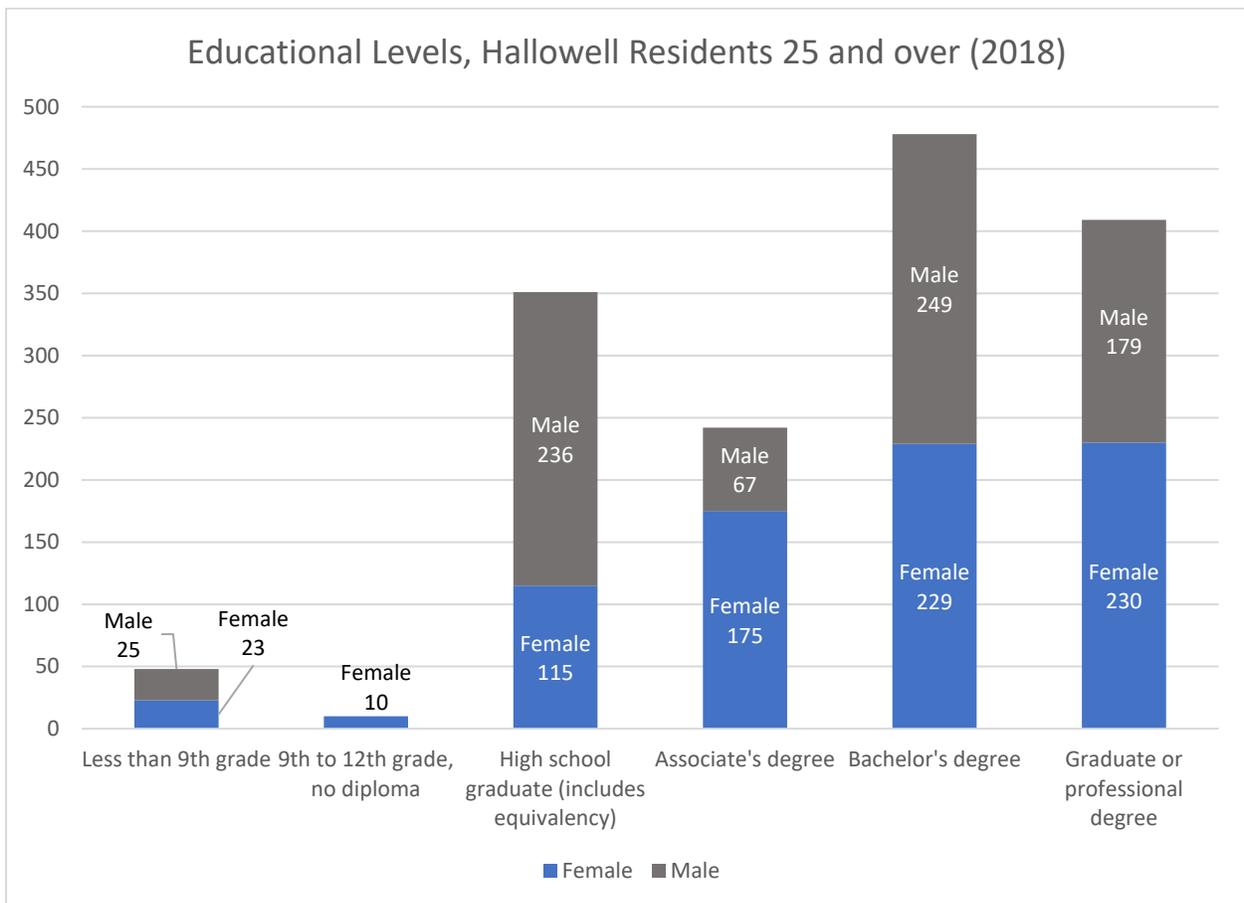
This data does not capture the number of transgender residents, since that option has not generally been offered by the Census Bureau.

<i>Source: Decennial Census</i>	2010			2000		
Age Group	Hallowell	Kennebec County	Maine	Hallowell	Kennebec County	Maine
Under 5 years	88	6,334	69,520	98	6,388	70,726
5 to 9 years	89	6,847	74,116	129	7,597	83,022
10 to 14 years	82	7,303	79,013	172	8,726	92,252
15 to 17 years	74	4,824	51,884	118	5,216	55,238
18 and 19 years	48	3,274	36,426	50	3,475	34,247
20 years	18	1,653	17,408	20	1,450	15,330
21 years	16	1,486	16,566	24	1,483	14,805
22 to 24 years	58	4,072	45,672	67	3,533	39,521
25 to 29 years	129	6,656	72,681	137	6,208	71,951
30 to 34 years	133	6,635	71,943	132	7,760	85,666
35 to 39 years	116	7,330	79,905	184	9,395	104,149
40 to 44 years	152	8,527	91,471	240	10,110	108,831
45 to 49 years	166	9,999	107,619	220	9,346	101,921
50 to 54 years	202	10,517	110,956	249	8,455	90,675
55 to 59 years	195	9,506	102,441	145	6,434	68,490
60 and 61 years	97	3,476	37,823	35	1,964	22,367
62 to 64 years	134	4,752	51,837	68	2,969	32,330
65 to 69 years	126	5,802	65,014	90	4,488	50,100
70 to 74 years	89	4,217	47,637	80	4,193	46,096
75 to 79 years	101	3,519	38,894	87	3,530	38,098
80 to 84 years	101	2,755	30,399	69	2,307	25,792
85 years and over	167	2,667	29,136	53	2,087	23,316

Hallowell has fewer residents below age 40 than either Kennebec County or the state. Not surprisingly, that corresponds to a higher proportion of residents over 40 in Hallowell than in these larger geographic areas. This pattern existed in 2010 as well as 2018.

While not shown on the chart above, it's also worth noting that there is a relatively small number of vacant housing units in Hallowell. This is likely a combination of the

relative attractiveness of the city as a place to live, along with a relatively small number of seasonal houses. Seasonal houses often show up as vacant in ACS data, as they are generally more likely to be vacant when the survey is done than a year-round house. If Hallowell became a popular place for seasonal housing, that could significantly affect the planning needs of the community. However, as of right now, Hallowell is not a major seasonal residence center.



EDUCATION LEVELS

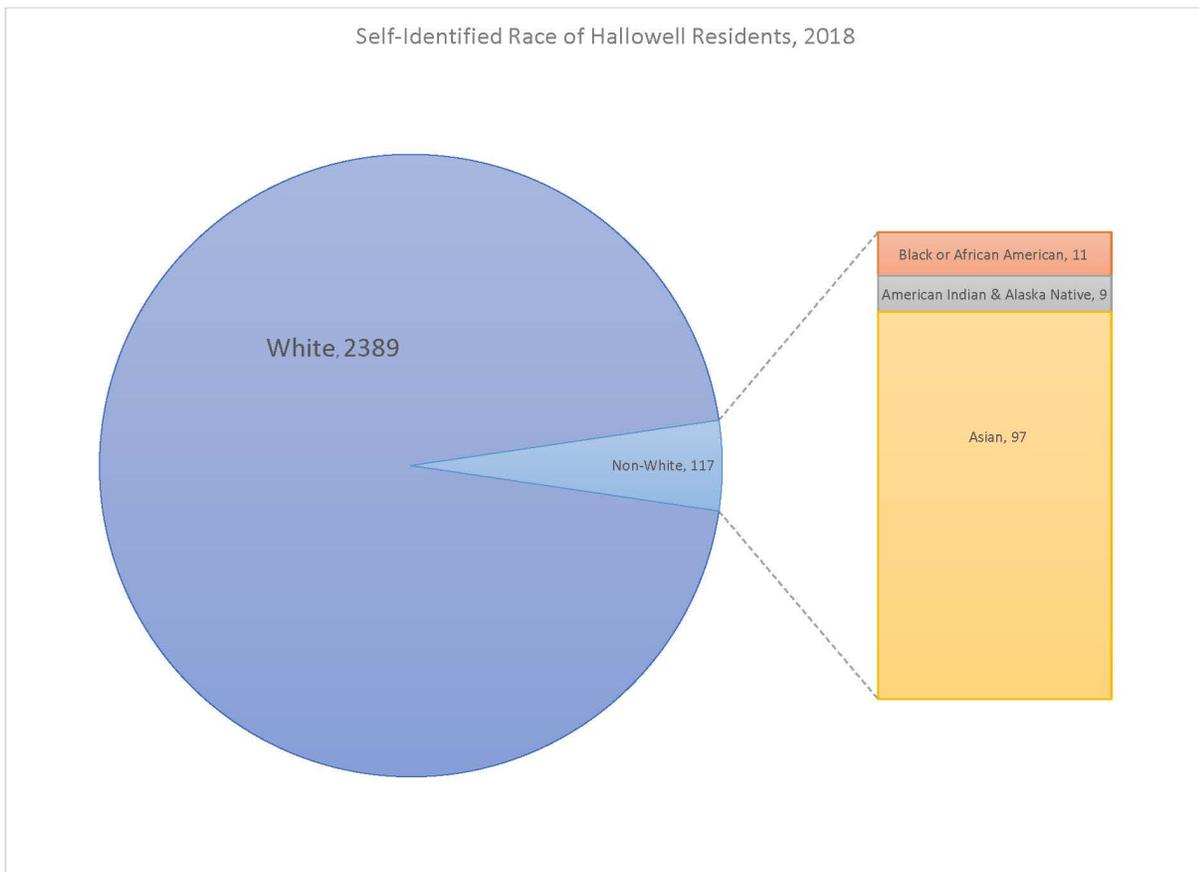
Hallowell is a highly educated city. Almost half of its residents had a Bachelor's degree or higher as of 2018, and almost 97 percent

of its residents had graduated high school. These numbers are well above the state and County figures, which are fairly consistent with each other.

Looking more closely at the data, a significant number of residents had graduate or professional degrees (409 as of 2018.) Female residents were more likely to have Associate’s or graduate/professional degrees than male residents. Male residents were slightly more likely to have

Bachelor’s degrees and over twice as likely to have a high school education but nothing beyond that.

Educational Attainment, 2018	Hallowell	Kennebec County	Maine
% High School Graduate or Higher	96.8	91.7	92.3
% Bachelor's Degree or Higher	49.6	27.1	30.9



RACE

Like Maine in general, Hallowell is largely white. Over 95% of residents in 2018 were white, just slightly above the statewide percentage of 94%. The second largest demographic group was Asians, with just under 100 in the city. A very small number of African Americans and American Indians rounded out the population. In this way, Hallowell also matches the statewide numbers relatively closely.

Given how closely these numbers match those of the state as a whole, they likely represent larger statewide trends rather than any local policies or planning issues. If Hallowell wants to plan to bring a more diverse population into the city, it will likely require a proactive effort that may not, in itself, succeed.

EMPLOYMENT AND COMMUTES

Hallowell residents work in a variety of professions, but just over half the employed adult population work in management, business, science and the arts. This is a significantly higher percentage than all of Kennebec County, or the state. Given the higher education levels of Hallowell residents that is not surprising. These are professions that are more likely to be filled by those with college degrees. In addition, the location of state offices nearby likely drive this number up.

Hallowell is not a major service center for the region, although there are some state offices and recreational attractions in the city. It's therefore not surprising that many residents work outside of the city.

Hallowell's workers commute in similar ways at those in the state and county as a whole. Most workers drive alone. Significant but small groups carpool, walk, or work at home. In each case that group is a little larger proportionately than the same group for the state or county. These higher

Employment - Occupation, 2018	Hallowell	Percent	Kennebec County	Percent	Maine	Percent
Management, business, science, and arts occupations	643	52%	21,732	37%	247,467	37%
Service occupations	187	15%	10,499	18%	120,974	18%
Sales and office occupations	244	20%	14,122	24%	146,416	22%
Natural resources, construction, and maintenance occupations	88	7%	5,948	10%	70,257	11%
Production, transportation, and material moving occupations	72	6%	6,618	11%	80,074	12%
TOTAL CIVILIAN EMPLOYED POPULATION AGED 16 & OVER	1,234		58,919		665,188	

percentages can likely be explained by a combination of factors:

- Employment opportunities downtown in close proximity to housing;
- Large numbers of workers commuting to the same locations in places like Augusta and Portland; and
- A larger percentage of professional positions among workers that make it more feasible to work from home.

No workers in Hallowell appear to use transit to commute, which is not surprising

given that there is currently no regular transit option within the city.

On the other hand, the data showing no bicycle commuters or commuters using Transportation Service Companies such as Lyft or Uber should be treated skeptically, as there are almost certainly some Hallowell residents using those modes. On the other hand, the data shows that the absolute number of those commuters is likely fairly small.

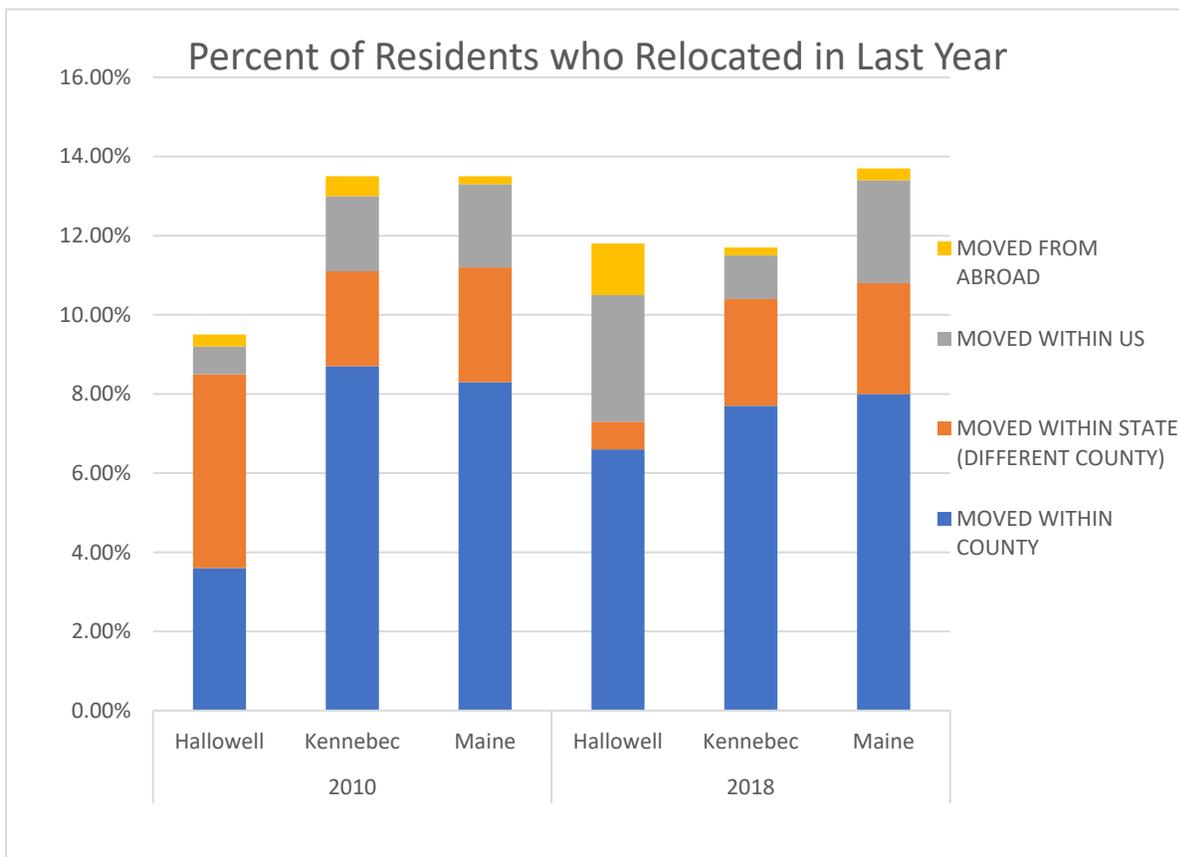
Means of Travel to Work, 2018	Hallowell	Percent	Kennebec County	Percent	Maine	Percent
Car, truck, or van - drove alone	924	75%	46,115	80%	511,466	78%
Car, truck, or van - carpoled	116	9%	5,679	10%	62,978	10%
Public transportation	0	0%	73	0%	4,159	1%
Walked	68	6%	2,348	4%	25,602	4%
Taxicab, motorcycle, bicycle, or other means	0	0%	435	1%	4,852	1%
Worked at home	97	8%	2,772	5%	37,525	6%
TOTAL	1,224		57,722		651,799	

Hallowell’s workers have both longer and shorter commutes than other residents of the state and county. Almost ¾ of all workers have commutes of less than 20 minutes, as opposed to under ½ of state and county residents.

On the other hand, there is a sizeable number of “supercommuters” who drive over 45 minutes to work. These commuters, many of which are likely heading to the Portland region, represent 13% of all workers as of 2018, slightly higher than the state and county percentages at 11%.

Given the number of walkers and those who drive alone, this distribution of commuting times is not surprising. Downtown Hallowell has a number of employment opportunities, and many take advantage of them. However, there are not enough jobs in the city for all the workers who live here. Even if there were, there is usually some cross-commuting between cities.

Travel Time to Work, 2018	Hallowell	Percent	Kennebec County	Percent	Maine	Percent
Less than 5 minutes	14	1%	2,552	5%	28,813	5%
5 to 9 minutes	310	28%	7,218	13%	77,791	13%
10 to 14 minutes	241	21%	7,722	14%	93,367	15%
15 to 19 minutes	268	24%	8,155	15%	93,495	15%
20 to 24 minutes	56	5%	7,426	14%	83,180	14%
25 to 29 minutes	17	2%	4,268	8%	40,953	7%
30 to 34 minutes	31	3%	6,875	13%	70,234	11%
35 to 39 minutes	0	0%	1,995	4%	20,003	3%
40 to 44 minutes	43	4%	1,610	3%	21,702	4%
45 to 59 minutes	113	10%	3,493	6%	45,652	7%
60 to 89 minutes	34	3%	2,681	5%	25,669	4%
90 or more minutes	0	0%	955	2%	13,415	2%
Total number of workers over 16 who did not work at home	1,127	100%	54,950	100%	614,274	100%



INCOME AND POVERTY

Hallowell's household median income in 2018 was \$59,548. That number is somewhat above the state median income of \$55,602 for that same period. Hallowell has a wide range of household incomes, as shown on the table below, ranging from very low to very high. While the city as a whole is slightly better off than the state as a whole, it also has an economically diverse population.

These figures are slightly different when you look at just those households defined as "families." Those households had significantly higher incomes, and while the modal group was still \$50,000 to \$74,999, there were far fewer family households below that level than total households. Family median income in Hallowell in 2018 was \$80,417, well above the modal group as well as the state median of \$72,390. That economic diversity in households generally is less prevalent among family households.

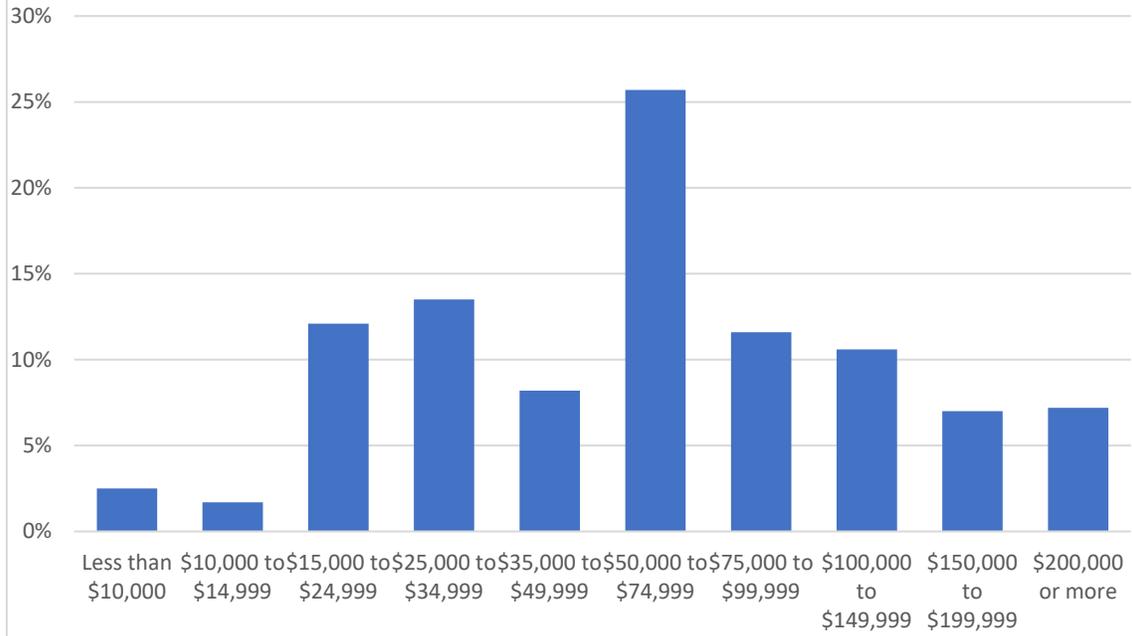
Hallowell has a slightly lower rate of poverty than the state or county. However, while the poverty rates for those under 18

are below state and county levels, the rates for adults and older people are actually above state and county levels. Clearly poverty is an issue in Hallowell, just as it is in the rest of the state. In particular, the number of residents in poverty over age 75 is a planning concern.

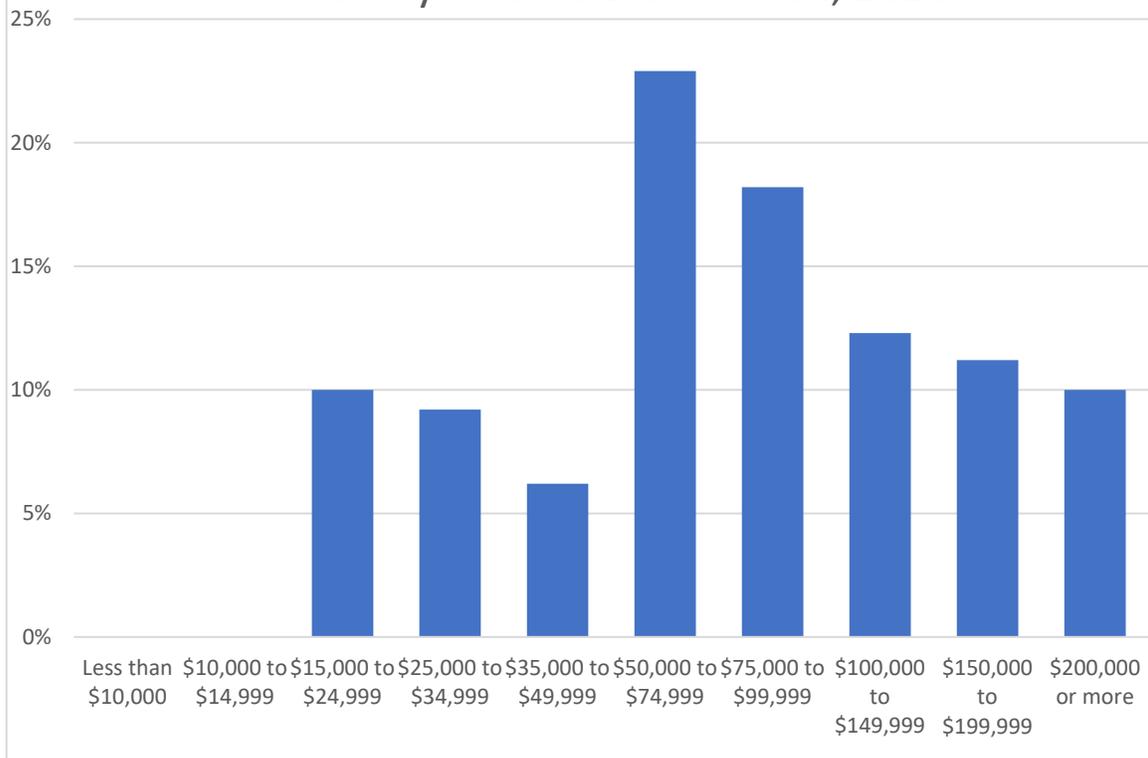
Finally, Hallowell residents are generally less likely to relocate than Maine residents as a whole. Fewer than 12% of Hallowell residents had moved in the past year in 2018. In 2010 that number was even lower, at under 10%. Those figures were closer to 14% for the state as whole for both years. Interestingly, in 2010 more Hallowell residents had moved from out of state, while in 2018, more Hallowell residents had relocated from elsewhere within Kennebec County. It will be interesting to see if that trend continues.

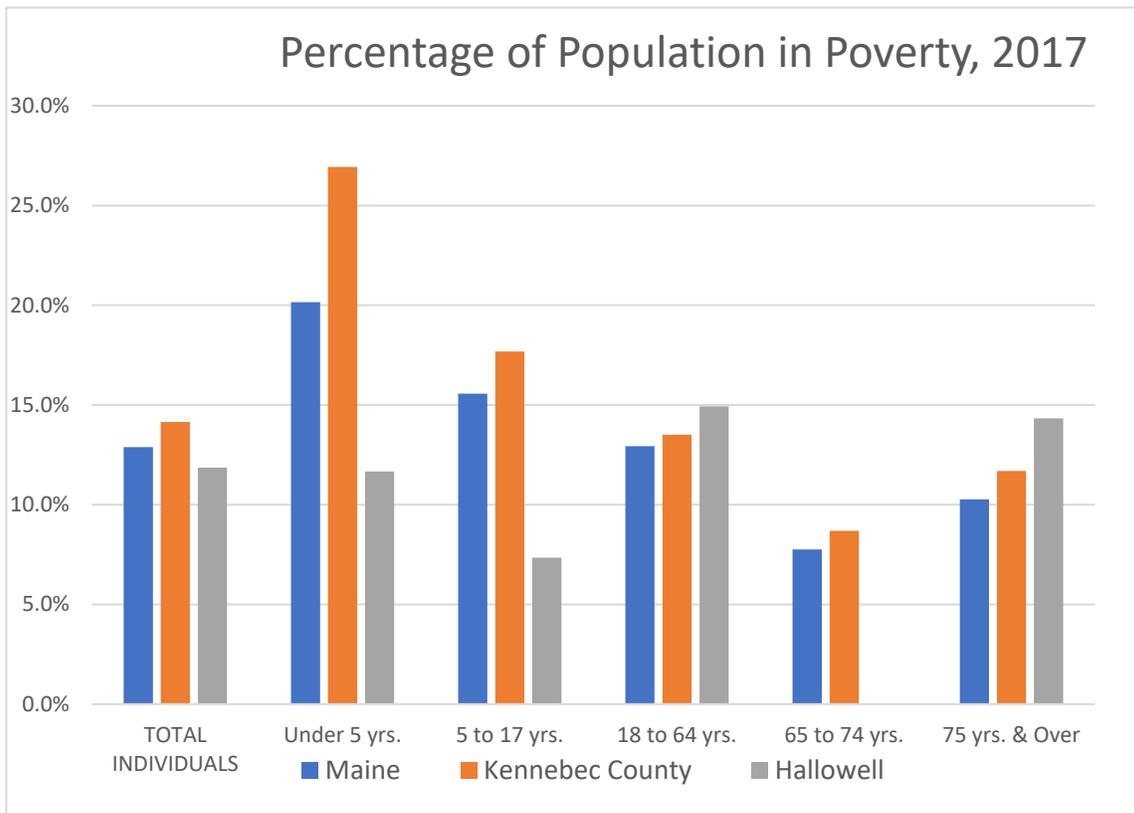
Cost of living factors such as housing affordability and overall tax burden – including property taxes - are factors in thinking about poverty in Hallowell. Those issues are discussed in the Housing and Public Facilities & Services sections.

Household Income Distribution, 2018



Family Income Distribution, 2018





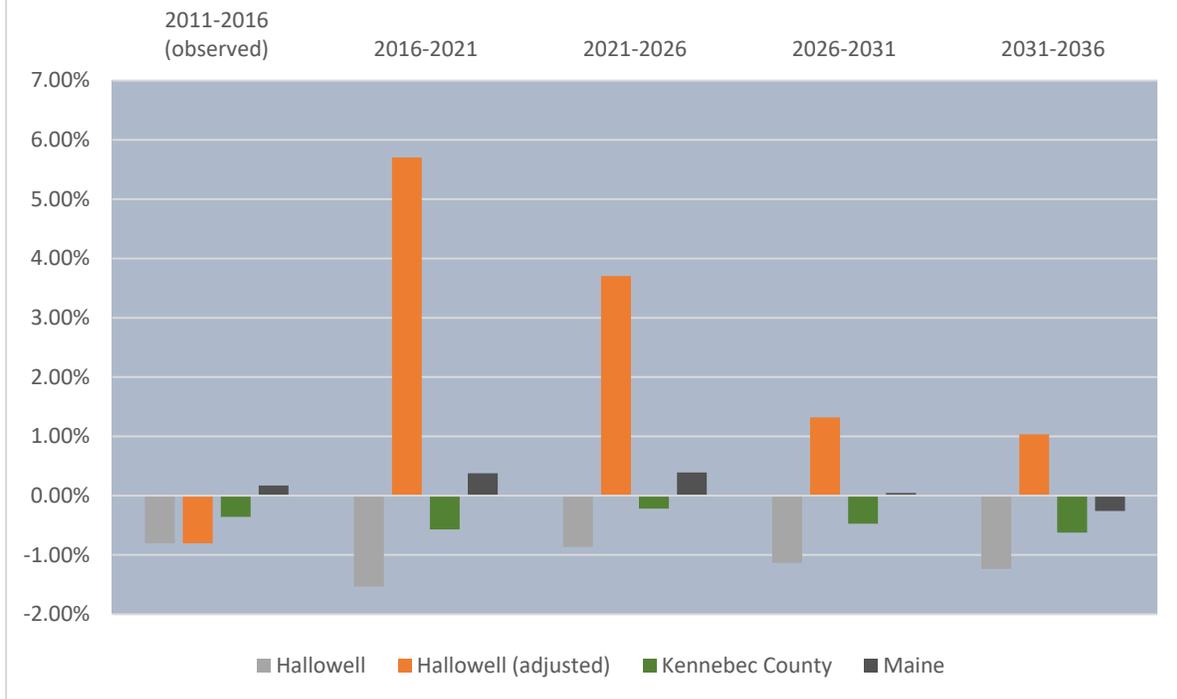
POPULATION PROJECTIONS

Not surprisingly, the Maine State Economist’s prediction for Hallowell’s future population is that it will continue to slowly decline, as it has done for the past 40 years. The prediction is that by 2031, there will be 2,268 residents in Hallowell. That’s a decline of about 50 residents from today.

That projection seems very reasonable when you look at current trends. The number of housing units in Hallowell has had a similar small decline (see the Housing section for details.) Given that household sizes are relatively flat, at about 2.05 people per household, that should translate into a commensurate reduction in population.

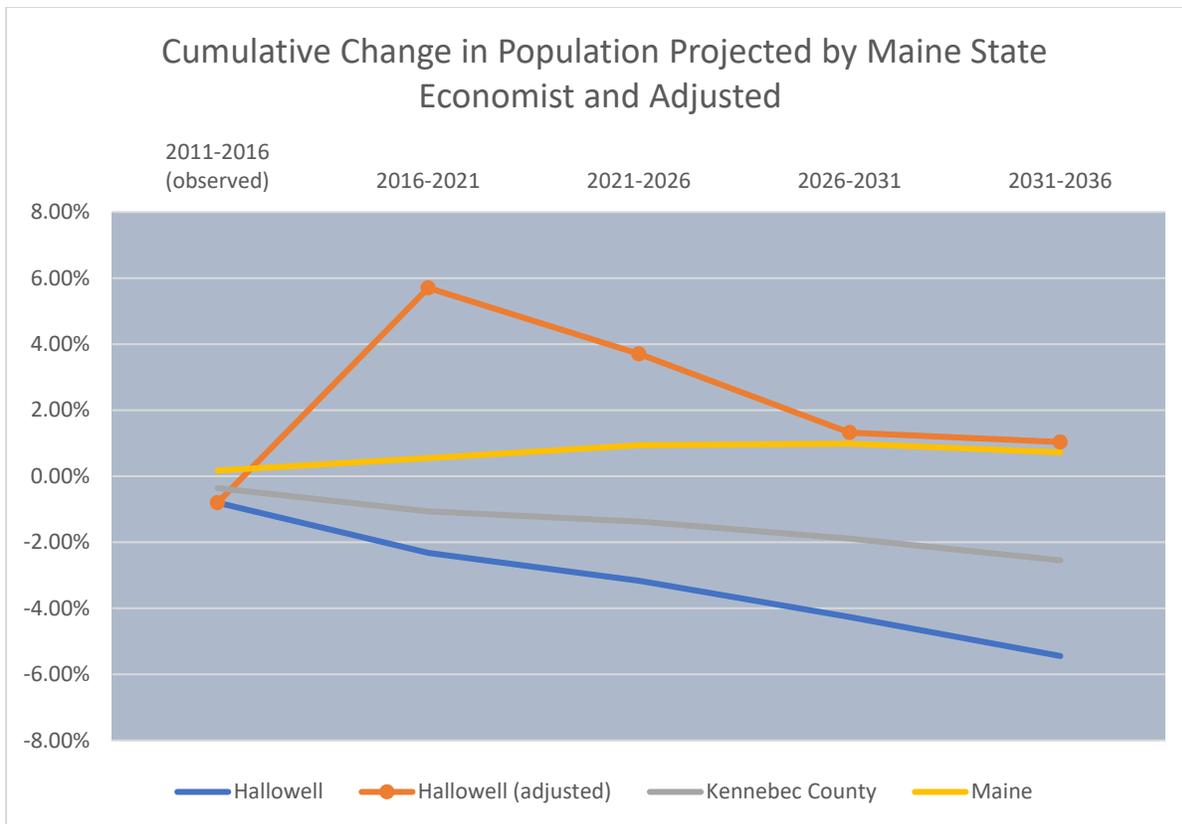
However, there are some factors that may counter that reduction. The production of new housing, both student and non-student, at Stevens Commons should result in about 80 new residents over the next few years, with more possible after that in other parts of the campus. In addition, the existing subdivisions described elsewhere in this plan have house-ready lots that may eventually result in new housing production. Based on these additional factors, it’s likely that the population decrease of the past 40 years will be countered by an increase by 2021 and then a slower increase going forward. However, the change from the State Economist’s projection after 2021 will depend on a number of factors including the strength of the housing development market in the next 10 years.

Percentage Change in Population Projected by Maine State Economist and Adjusted



	Population Observed		Population projected			
	2011	2016	2021	2026	2031	2036
Hallowell	2,369	2,350	2,314	2,294	2,268	2,240
Adjusted Hallowell	2,369	2,350	2,484	2,576	2,610	2,637
Kennebec County	121,765	121,328	120,467	120,093	119,465	118,664
Maine	1,327,968	1,330,232	1,335,260	1,340,462	1,341,046	1,337,568

Source: Maine State Economist & Levine Planning Strategies, LLC (adjusted numbers)
<https://www.maine.gov/dafs/economist/demographic-projections>



ISSUES FOR FURTHER STUDY

- ✓ Hallowell’s senior population continues to be a growing segment. This population will have planning impacts on City operations and land use. For example, it will be more likely to need medical and emergency services. On the other hand, it provides a pool of potential volunteers for community activities and programs.

- ✓ The increased senior population will also impact the type and location of housing demand. There will be continued demand of housing that is the correct size for senior families; has services appropriate to their needs; and allows for reduced automobile use as some seniors are no longer able to drive.

- ✓ While households self-describing as “families” is declining, the number of households with children is remaining steady. This may be a result of changing household types as well as how households self-define. The number of children varies from year to year but generally is stable, so there is no current need to plan for an increase or reduction in student population.

- ✓ Household income levels represent a large range in Hallowell but there are high numbers of residents with low incomes. These residents' needs, including opportunities to increase their income and provide for housing needs that they can afford, should be considered.

- ✓ While indications are that Hallowell's population is levelling off, what is the preferred population of the City? Should the City be seeking to attract any particular demographic as it plans for future growth and change?

- ✓ How will trends related to working remotely and working from home affect the demographics of the City?