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Economic Trends Report: Baldwin

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Foreword

The Kansas Center for Community Economic Development (KCCED) is a joint center of the Policy Research Institute at the University of Kansas and the Kansas Center for Rural Initiatives at Kansas State University. Its purpose is to enhance economic development efforts by bringing university expertise to rural Kansas.

KCCED is funded by a grant from the Economic Development Administration of the U.S. Department of Commerce. The statements, findings, and conclusions of this report are those of the authors and do not necessarily reflect the views of the U.S. Government, the University of Kansas, or any other individual or organization.

DOUGLAS COUNTY



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Economic Trends: Baldwin

Introduction

The following report is an objective look at several key economic trends occurring in Baldwin over the last few decades. We look at variables categorized under the following areas:

- population and housing,
- employment,
- income,
- taxes,
- and education.

Throughout the report, Baldwin's performance is compared with the performance of Eudora, Lecompton, Lawrence and Douglas County overall, as well as the state of Kansas in some occasions. It is by no means a comprehensive analysis of economic trends facing Baldwin but rather an overview of some key economic and demographic variables.

POPULATION AND HOUSING

In every community, population size and economic activity are closely related. Population is directly related to employment opportunities within the area, wage differentials between regions, and a community's overall economic and social conditions. Growing communities are more likely to adapt successfully to a changing economic environment than areas with constant or decreasing population. New residents in a community mean additional consumers, taxpayers, and suppliers of labor. Without population growth, communities face problems of a tightening labor market, lack of new customers for businesses, a shrinking tax base, and an overall decline in economic activity. Generally, areas of population growth are also areas of economic growth, whereas areas of population loss suffered previous economic decline and restructuring.

Characteristics of the region's population are regarded as indicators of economic conditions and economic potential. Past population changes indicate economic trends in the community and can be compared to other cities, as well as the statewide and national averages.

Population and Housing: Key Findings

- The population of Baldwin has grown every decade since 1940 to the present. The 2000 Decennial Census showed Baldwin's population to be at 3,400, an amount triple that of the 1940 level when growth began in earnest. (Table 1 and 2)
- Population in Baldwin grew nearly 17 percent from 1990 to 2000. This was double the population growth rate of the state (8.5 percent) and higher even than growth nationwide (8.7 percent). It exceeded the population decline experienced in Lecompton, but was outpaced by 22 percent growth in Lawrence and 43 percent in Eudora. (Table 2 and Figure 1, Map 2)
- The largest age group segment in Baldwin in 2000 was made up of people in the 25-44 year-old range, and this percentage was up since 1990 (from 23 percent to 24 percent of the total in 2000). Indeed, all age group segments grew both in absolute numbers as well as in percentage of the total, save the 18-24 year-old cohort. This group experienced a decline from nearly 33 percent of the total population in 1990 to only 22 percent in 2000, indicating that Baldwin has had a difficult time retaining college-aged youth. (Table 3a and 3b, Figure 2)
- From 1980 to 2000, the percentage of owner-occupied housing in Baldwin remained unchanged at 62 percent. However, vacancies rose from 7 to 8 percent and the difference was made up by a decrease in the percentage of renter-occupied units. Among the comparative cities Baldwin has the highest home vacancy rate (double the next highest, in Lawrence) and was also the only city whose vacancy rate increased. (Table 4)

Table 1
Population Totals and Growth Rates
Baldwin and Kansas

<u>Year</u>	<u>Baldwin</u>		<u>Kansas</u>	
	<u>Population Total</u>	<u>Growth Rate</u>	<u>Population Total</u>	<u>Growth Rate</u>
1910	1,386		1,690,949	
1920	1,137	-18.0	1,769,257	4.6
1930	1,127	-0.9	1,880,999	6.3
1940	1,096	-2.8	1,801,028	-4.3
1950	1,741	58.9	1,905,299	5.8
1960	1,877	7.8	2,178,611	14.3
1970	2,520	34.3	2,249,071	3.2
1980	2,829	12.3	2,364,236	5.1
1990	2,912	2.9	2,477,588	4.8
1991*	3,005	3.2	2,495,209	0.7
1992*	2,682	-10.7	2,526,042	1.2
1993*	2,706	0.9	2,547,605	0.9
1994*	2,732	1.0	2,569,118	0.8
1995*	2,740	0.3	2,586,942	0.7
1996*	2,784	1.6	2,598,266	0.4
1997*	2,818	1.2	2,616,339	0.7
1998*	3,428	21.6	2,638,667	0.9
1999*	3,646	6.4	2,654,052	0.6
2000	3,400	-6.7	2,688,418	1.3

* Estimates

Source: U.S. Bureau of the Census.

Table 2
Population Growth Rates
Baldwin, Comparative Cities and County, Kansas, and U.S.
1970-2000

<u>Year</u>	<u>1970-1980</u>	<u>1980-1990</u>	<u>1990-2000</u>
Baldwin	12.3	2.9	16.8
Eudora	41.7	2.5	43.3
Lecompton	32.7	12.3	-6.0
Lawrence	15.4	24.5	22.0
Douglas County	16.8	20.9	22.2
Kansas	5.1	4.8	8.5
United States	11.4	9.8	8.7

Source: U.S. Bureau of the Census, "1980 Census of Population," PC90-1-A; "1990 Decennial Census"; "2000 Decennial Census."

Figure 1
Rates of Population Change
Baldwin and Comparative Cities
1970-2000

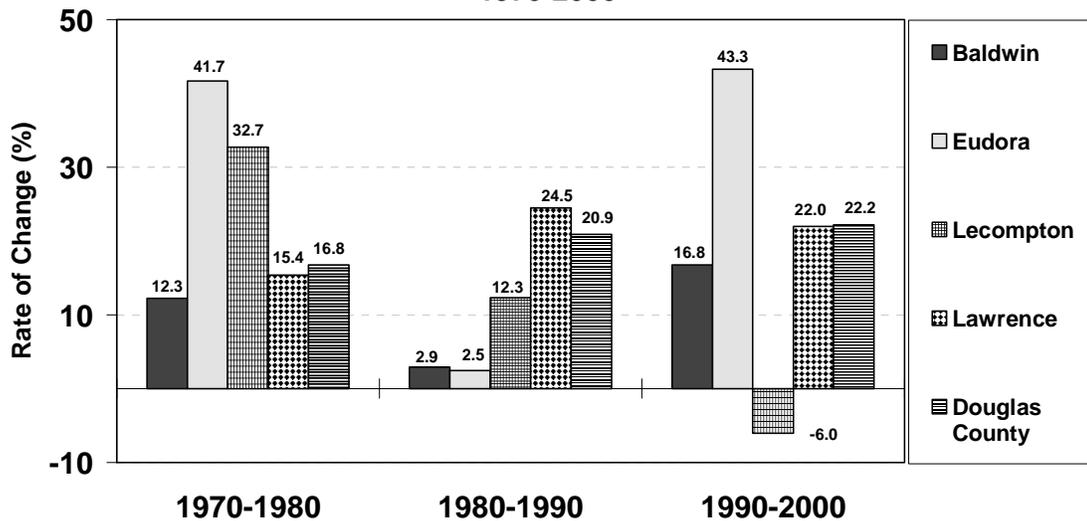


Table 3a
Population by Selected Age Groups
Baldwin and Kansas
1990-2000

	Age:	<u>0-4</u>	<u>5-17</u>	<u>18-24</u>	<u>25-44</u>	<u>45-64</u>	<u>65 and over</u>
Baldwin	1990	183	476	947	664	325	317
	2000	223	638	741	823	593	382
Kansas	1990	189,988	472,267	255,195	776,430	443,877	342,863
	2000	188,708	524,285	275,592	769,204	574,400	356,229

Source: U.S. Bureau of the Census

Table 3b
Population by Selected Age Groups as Percent of Total
Baldwin and Kansas
1990-2000

	Age:	<u>0-4</u>	<u>5-17</u>	<u>18-24</u>	<u>25-44</u>	<u>45-64</u>	<u>65 and over</u>
Baldwin	1990	6.3 %	16.3 %	32.5 %	22.8 %	11.2 %	10.9 %
	2000	6.6	18.8	21.8	24.2	17.4	11.2
Kansas	1990	7.7	19.1	10.3	31.3	17.9	13.8
	2000	7.0	19.5	10.3	28.6	21.4	13.3

Source: U.S. Bureau of the Census

Figure 2
Population by Age Group as Percent of Total Population
Baldwin
1990-2000

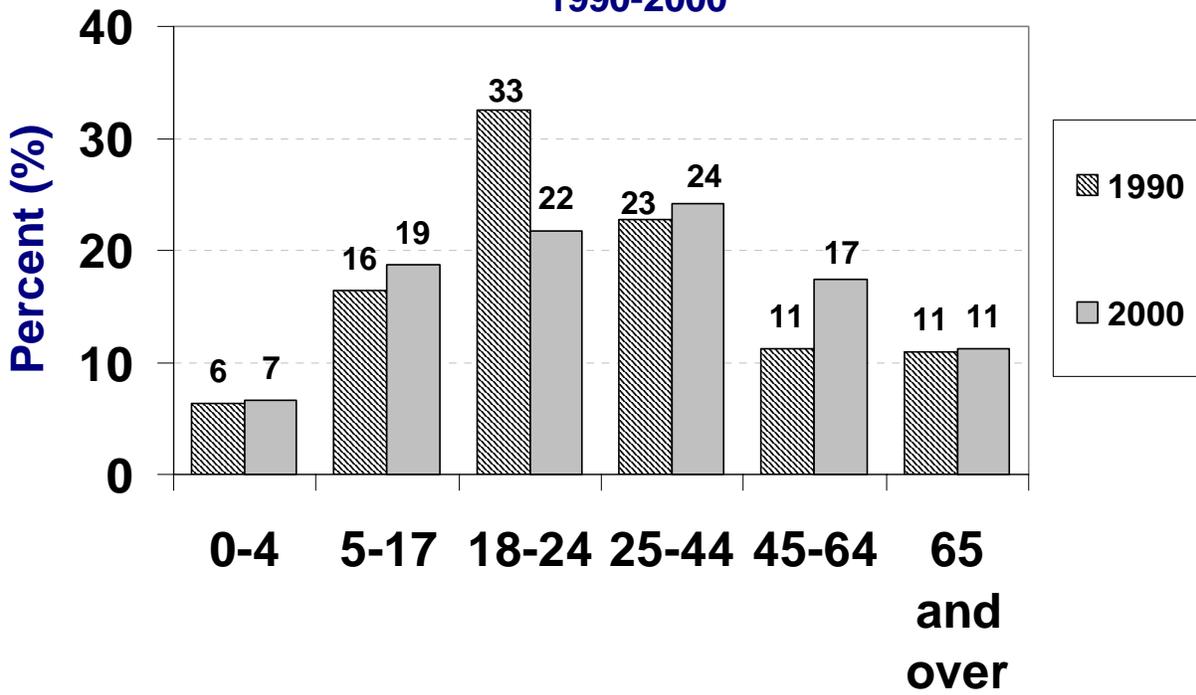
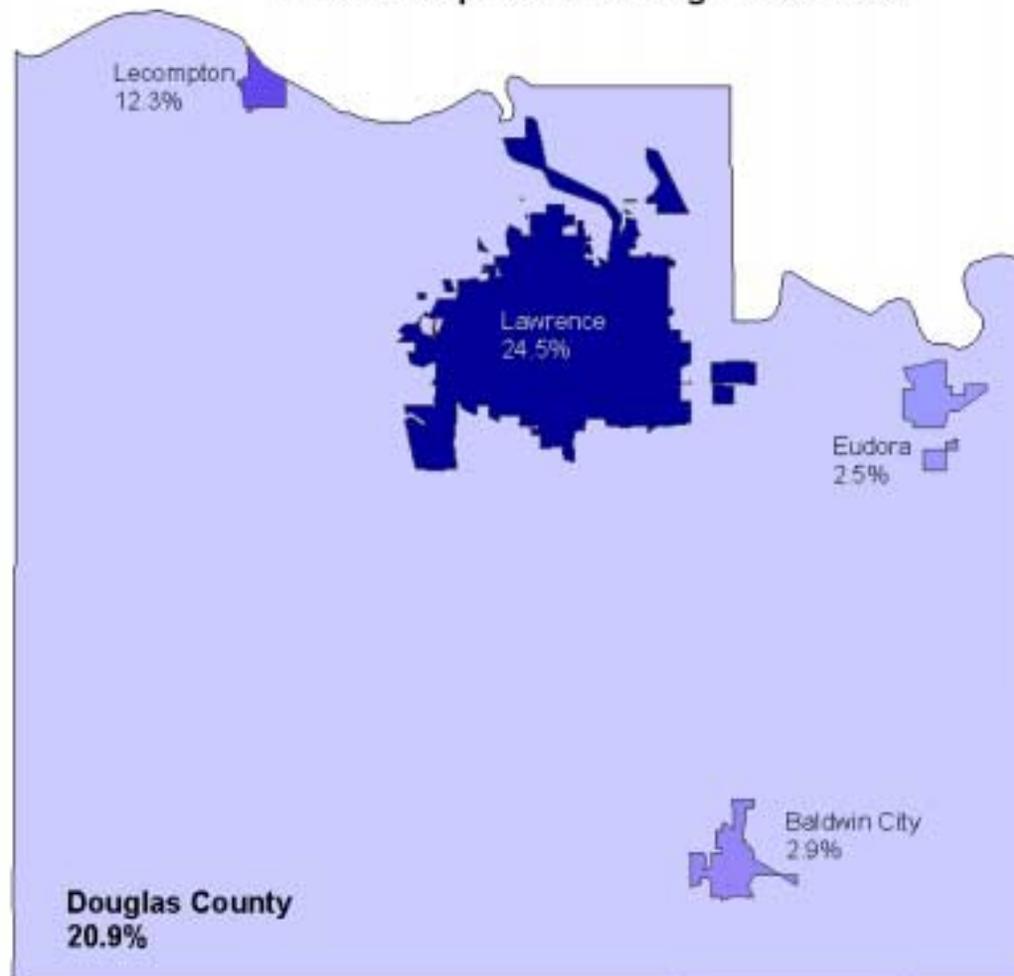


Table 4
Percent Types of Housing
Baldwin, Comparative Cities and County
1980-2000

	1980			2000		
	<u>% Owner-Occupied</u>	<u>% Renter-Occupied</u>	<u>% Vacant</u>	<u>% Owner-Occupied</u>	<u>% Renter-Occupied</u>	<u>% Vacant</u>
Baldwin	62%	32%	7%	62%	30%	8%
Eudora	69	26	5	59	38	3
Lecompton	74	19	7	78	20	2
Lawrence	45	48	7	44	52	4
Douglas County	51	43	7	50	46	4

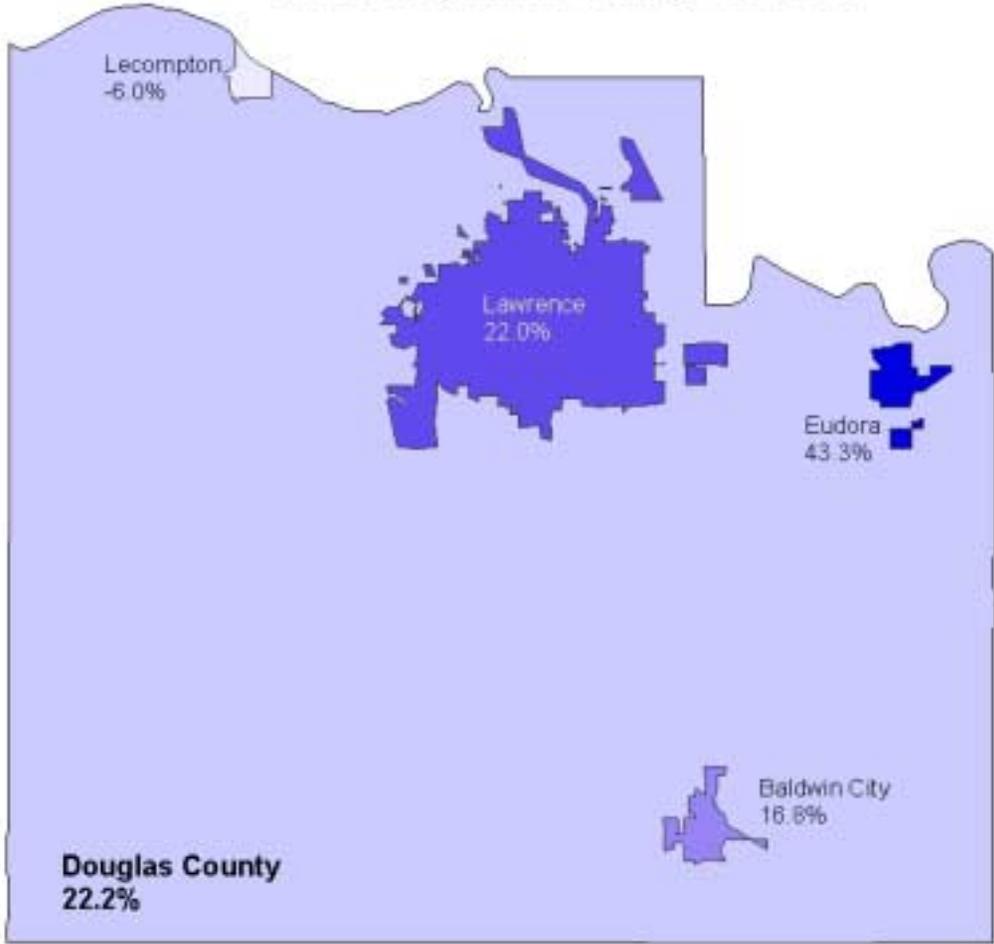
Source: U.S. Bureau of the Census

Map 1
Percent Population Change 1980-1990



Source: Policy Research Institute, The University of Kansas; data from the U.S. Census Bureau.

Map 2
Percent Population Change 1990-2000



Source: Policy Research Institute, The University of Kansas; data from the U.S. Census Bureau.

EMPLOYMENT

Economic vitality of every community is reflected in the employment situation. This section compares the key employment measurements such as labor force size and unemployment in the Baldwin area with its comparative cities.

The number of people who are either working or willing to work determines the size of the labor force. This number is influenced not only by the size of population but also by the perceptions of individuals that suitable job opportunities exist within the community. Diverse healthy economies tend to offer the widest variety of job opportunities and thereby attract a large number of job seekers, which increases the size of the labor force. The unemployment level reflects the amount of economic activity within an area and how well the local market is able to match the supply and demand for labor.

Employment: Key Findings

- Between 1990 and 2000 average annual employment in Baldwin (U.S. Bureau of the Census data by place of residence) grew 25 percent. This was over triple the state's growth rate for the same time period, but amongst the comparative cities both Lawrence and Eudora experienced even higher rates of employment growth. In 2000 the number of employed in Baldwin stood at 1,785. This does not reflect the total number of jobs available in Baldwin, but rather the number of people who live there and are employed, either there or elsewhere. (Tables 5a and 5b, Figure 3)
- Another way to break down employment is to compare the number of persons who are employed with those looking for employment. In 2000, the unemployment rate in Baldwin was 1.7 percent, the lowest of all the comparative cities. This indicates a very good match between labor and employment opportunities. (Table 5a and Map 3)
- Employment details can also be broken down by industry. However, due to a new industry classification system, data from 2000 can not be compared to previous years, so a per-industry growth analysis can not be conducted. Nevertheless, in 2000 nearly 40 percent of the employed in Baldwin held jobs in the Education sector, many of them likely at Baker University. Following that were Manufacturing jobs, which comprised 13.3 percent of the total. The rest of the categories were relatively small, all less than ten percent of employment and most less than five. (Tables 6a and 6b, Figure 4)

Table 5a
Labor Market Summary
Baldwin, Comparative Cities and County, Kansas
2000

	<u>Civilian Labor Force</u>	<u>Employed</u>	<u>Unemployed</u>	<u>Unemployment Rate</u>
Baldwin	1,816	1,785	31	1.7
Eudora	2,234	2,137	97	4.3
Lecompton	302	290	12	4.0
Lawrence	47,128	44,705	2,423	5.1
Douglas County	57,890	55,212	2,678	4.6
Kansas	1,374,698	1,316,283	58,415	4.2

Source: U.S. Bureau of the Census

Table 5b
Labor Market Summary
Percent Change
Baldwin, Comparative Cities and County, Kansas
1990-2000

	<u>% Percent Change, 1990-2000</u>			
	<u>Civilian Labor Force</u>	<u>Employed</u>	<u>Unemployed</u>	<u>Unemployment Rate</u>
Baldwin	23%	25%	-35%	-47%
Eudora	48	48	52	2
Lecompton	-2	4	-59	-58
Lawrence	35	36	18	-13
Douglas County	29	30	21	-7
Kansas	8	8	2	-5

Source: U.S. Bureau of the Census

Figure 3
Employment Growth Rates
Baldwin, Comparative Cities and County
1990-2000

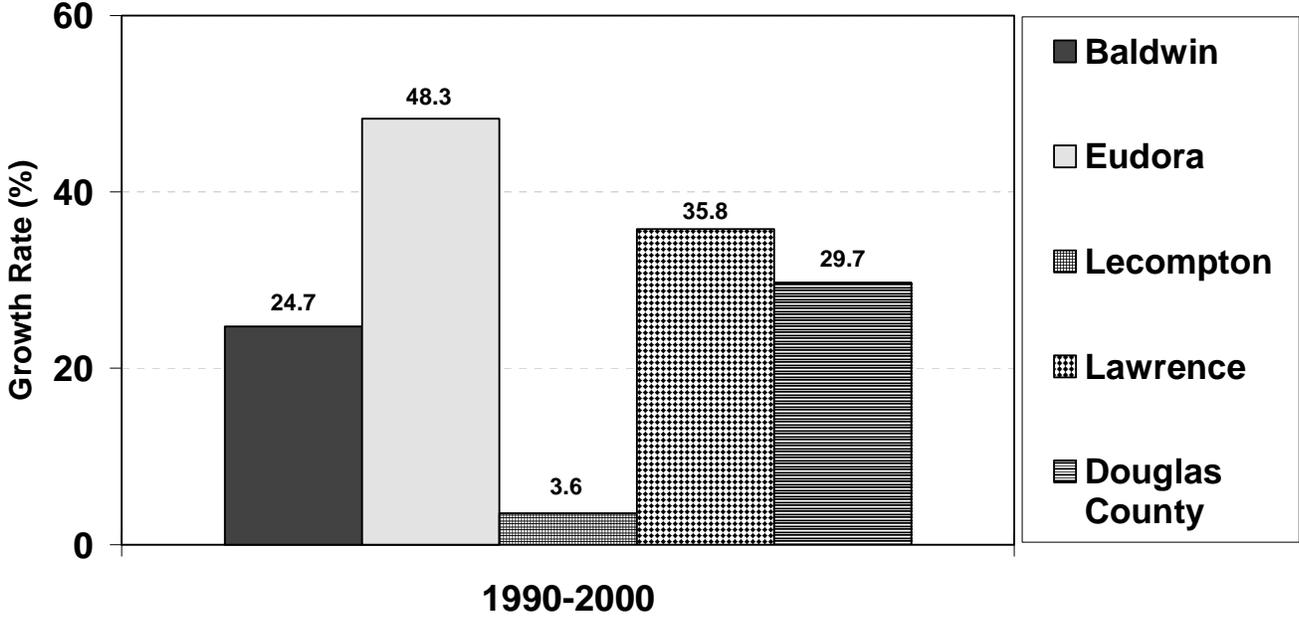


Table 6a
Employment Levels by Industry
Baldwin and Comparative Cities
2000

<u>Industry</u>	<u>Baldwin</u>	<u>Eudora</u>	<u>Lecompton</u>	<u>Lawrence</u>
Ag., Forestry, Mining	5	27	1	195
Construction	127	243	40	2,252
Manufacturing	238	344	64	3,558
Wholesale Trade	27	88	2	712
Retail Trade	164	208	28	5,546
Transportation	62	118	16	1,185
Information	77	109	14	2,095
Finance, Insur., Real Est.	59	135	2	2,687
Professional	71	196	11	3,776
Educational	681	430	60	13,539
Arts & Entertainment	131	105	24	5,430
Other Services	65	53	14	2,021
Public Administration	78	81	14	1,709
Total Employment	1,785	2,137	290	44,705

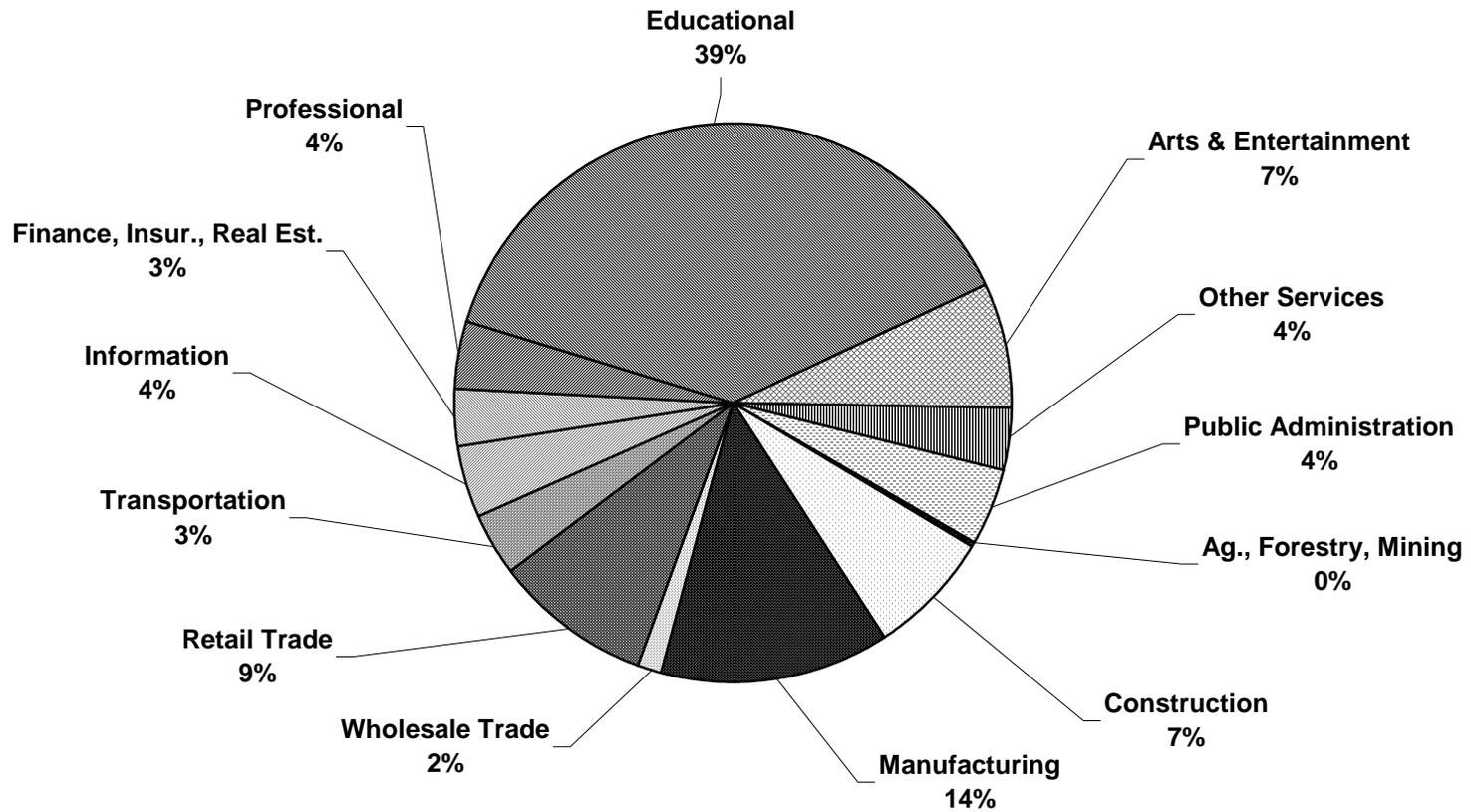
Source: U.S. Bureau of the Census

Table 6b
Employment Shares by Industry
Baldwin and Comparative Cities
2000

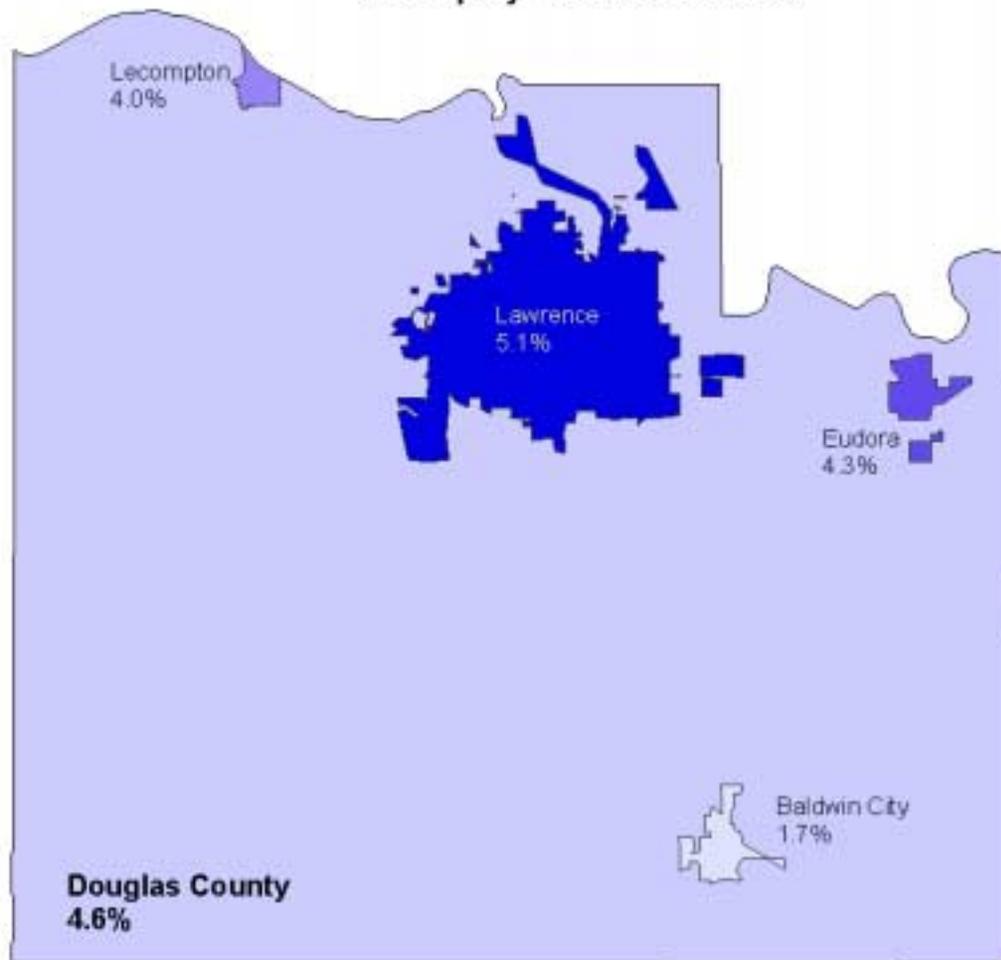
<u>Industry</u>	<u>Baldwin</u>	<u>Eudora</u>	<u>Lecompton</u>	<u>Lawrence</u>
Ag., Forestry, Mining	0.3 %	1.3 %	0.3 %	0.4 %
Construction	7.1	11.4	13.8	5.0
Manufacturing	13.3	16.1	22.1	8.0
Wholesale Trade	1.5	4.1	0.7	1.6
Retail Trade	9.2	9.7	9.7	12.4
Transportation	3.5	5.5	5.5	2.7
Information	4.3	5.1	4.8	4.7
Finance, Insur., Real Est.	3.3	6.3	0.7	6.0
Professional	4.0	9.2	3.8	8.4
Educational	38.2	20.1	20.7	30.3
Arts & Entertainment	7.3	4.9	8.3	12.1
Other Services	3.6	2.5	4.8	4.5
Public Administration	4.4	3.8	4.8	3.8
Total Share	100	100	100	100

Source: U.S. Bureau of the Census

Figure 4
Employment Percent Share by Industry
Baldwin
2000



**Map 3
Unemployment Rates: 2000**



Source: Policy Research Institute, The University of Kansas; data from the U.S. Census Bureau.

Income

The economic base of the community is determined by the income of the community's residents. Higher average wages may indicate a greater number of jobs in high growth, high performance businesses. Low wage growth may indicate a higher concentration of stable or declining industries.

This report looks at per capita personal income. Per capita personal income indicates the relative wealth of the area compared to the state. As the productivity of business and industry increases, per capita personal income also rises.

Income: Key Findings

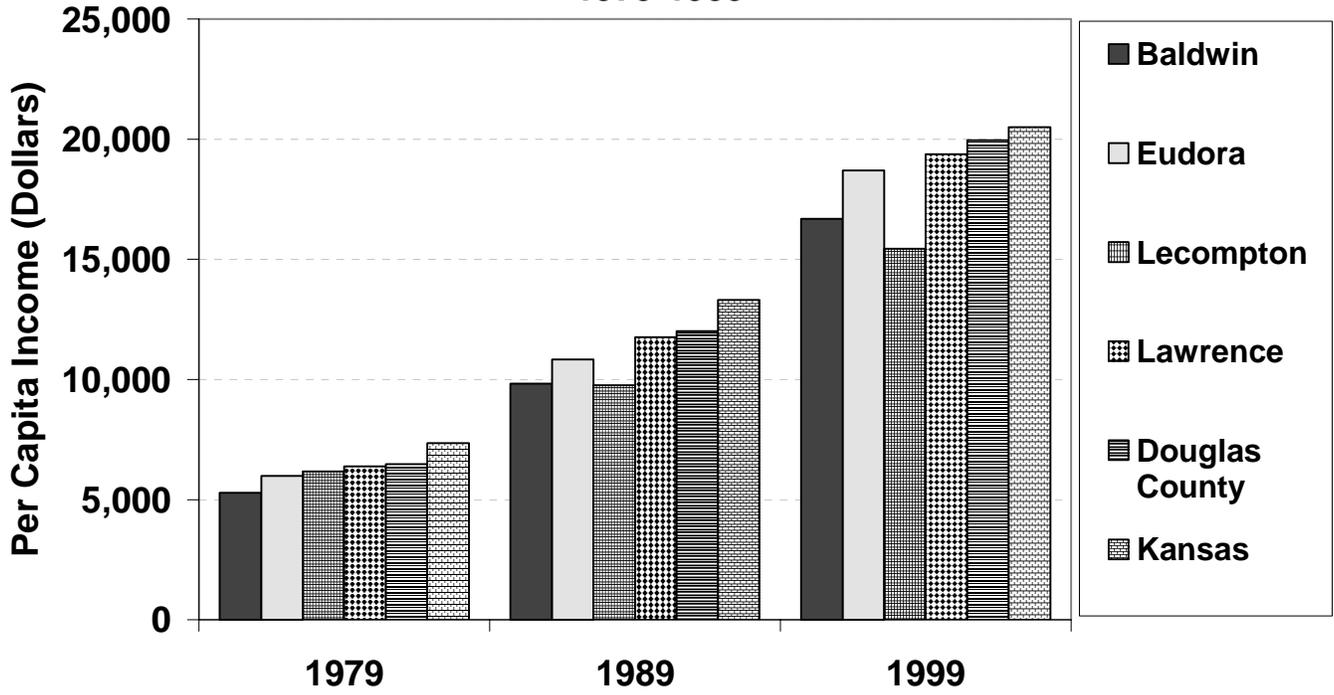
- Per capita personal income in Baldwin in 1999 stood at \$16,698, an amount \$3,808 less than the average across the state. Within the county it compared favorably only to Lecompton, where per capita income was \$15,433; both Lawrence and Eudora had per capita income levels higher than Baldwin. However, one positive sign is that income growth in Baldwin had been the most strident of all the comparative cities in the twenty years from 1979 to 1999, increasing a relatively high 216 percent. (Table 7, Figure 5, and Map 4)

Table 7
Per Capita Income
Baldwin, Comparative Cities and County, Kansas
1979-1999

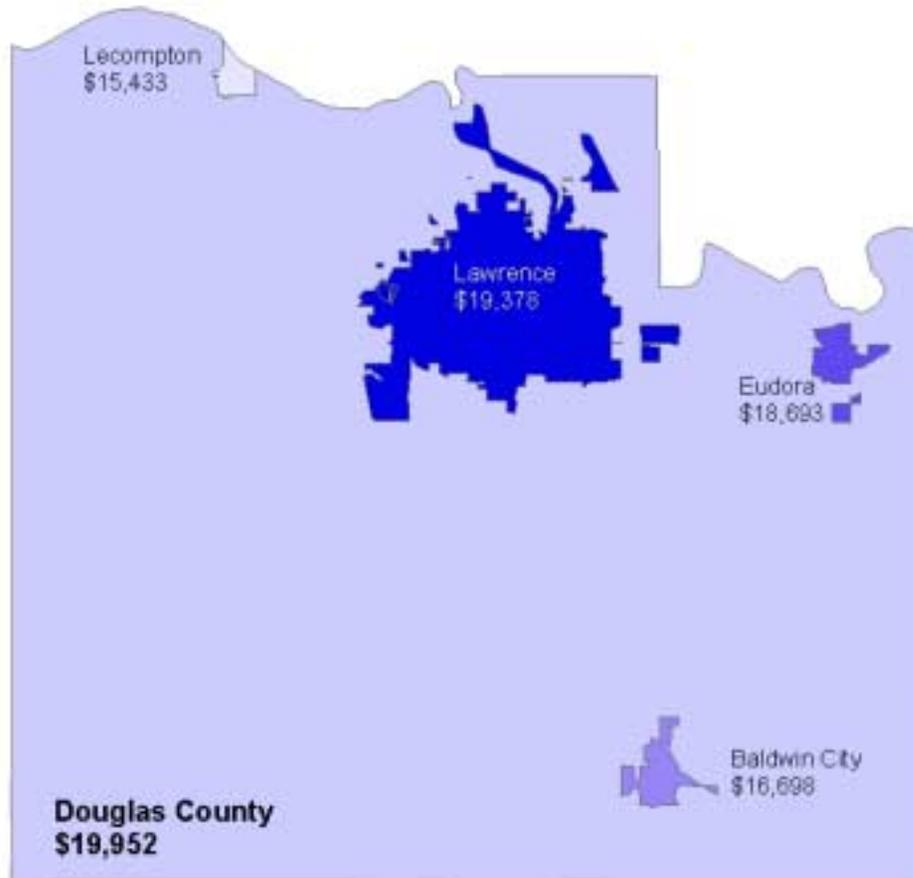
	Per Capita Income			% Growth		
	<u>1979</u>	<u>1989</u>	<u>1999</u>	<u>79-89</u>	<u>89-99</u>	<u>79-99</u>
Baldwin	5,277	9,823	16,698	86.1	70.0	216.4 %
Eudora	5,982	10,825	18,693	81.0	72.7	212.5
Lecompton	6,172	9,758	15,433	58.1	58.2	150.0
Lawrence	6,384	11,760	19,378	84.2	64.8	203.5
Douglas County	6,473	12,003	19,952	85.4	66.2	208.2
Kansas	7,350	13,300	20,506	81.0	54.2	179.0

Source: U.S. Bureau of the Census

Figure 5
Per Capita Income
Baldwin, Comparative Cities and County, Kansas
1979-1999



Map 4
Per Capita Income: 1999



Source: Policy Research Institute, The University of Kansas; data from the U.S. Census Bureau.

TAXES

Of all the taxes residents pay, the one that varies most from city to city is the property tax. City, county, school districts and occasionally other governmental units use the mill levy (tax per \$1,000) on locally owned property to raise money. Although many residents view high property taxes in a negative light, taxes are necessary to provide services which those residents use. Therefore, high taxes may be a positive situation if they are used wisely to provide for the community in ways which local members deem important and relevant. When comparing the tax structure of one city to another, it is important to keep in mind differences in the level of services between those places.

Furthermore it is also important to think about property *values*. In a city where property taxes are high, but property values are low, simply looking at the mill levy may not give a complete picture. Residents can be content to live with high property taxes if their properties were purchased at relatively low prices. Conversely, low property taxes will not necessarily attract home-buyers if the price of those homes is unaffordably high.

Taxes: Key Findings

- In 2001 the total property tax levied by the city of Baldwin was 41.66 mills. All of the comparative cities levied lower mills. Lawrence, for example, had the second highest but was still only at 24.73 in 2001. Not only did Baldwin have the highest city levy, but from 1991 to 2001 its levy had increased the most, by 70 percent. In some cities, such as Lecompton and Lawrence, the mill levy actually decreased; in 1991 Baldwin's levy stood at the same level Lawrence's fell to ten years later. However, Lawrence is turning increasingly to sales tax revenues to fund city services, an approach which may not be as viable in places without the adequate consumer base such as Baldwin. (Table 8 and Figure 6)
- The assessed valuation in a city is the dollar value of all property within the city limits. Over time, the assessed valuation increases as new structures are built, or more land is annexed to the city, or as property values rise. In all cases examined here, total assessed valuations followed population rankings. That is, the more people who reside in a city, the higher the assessed valuation, therefore Lawrence has the highest and Lecompton the smallest. Interestingly, in Baldwin the assessed valuation grew the most from 1992 to 2002, even as its mill levy grew the most and was also the highest of the comparative cities. This would imply a heftier property tax burden to comparable residents in Baldwin as opposed to other Douglas County cities. (Table 9 and Figure 7)
- Baldwin as well as Eudora and Lawrence have a sales tax, Lecompton does not at present. Eudora's is the lowest rate at 0.5 percent, both Baldwin and Lawrence have theirs at the limit set by state laws: 1.0 percent.

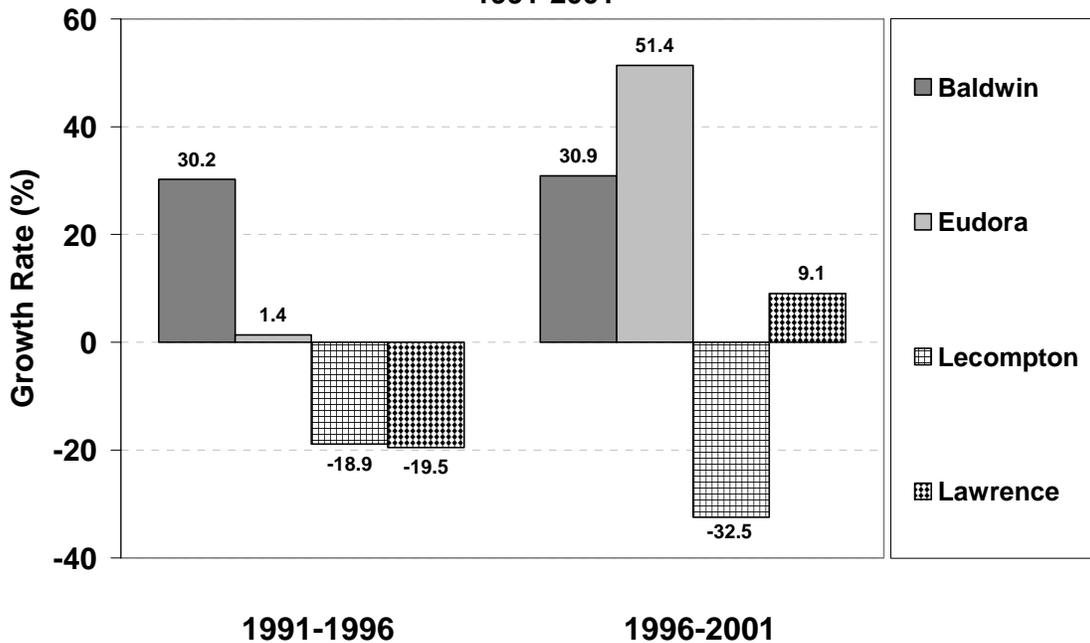
- Baldwin's trade pull factor in 2001 was 0.57. A trade pull factor of less than one means the city lost more retail activity to other areas than it was able to 'pull in.' Of the comparative cities, only Lawrence had a trade pull factor above one. Most likely the presence of Lawrence so near is what keeps Baldwin's trade pull factor below one. (Map 5)

Table 8
City Mill Levies
Baldwin and Comparative Cities
1991-2001

	Total Mill Levies			% Growth		
	<u>1991</u>	<u>1996</u>	<u>2001</u>	<u>91-96</u>	<u>96-01</u>	<u>91-01</u>
Baldwin	24.44	31.83	41.66	30.2	30.9	70.4 %
Eudora	11.91	12.08	18.29	1.4	51.4	53.5
Lecompton	22.45	18.21	12.30	-18.9	-32.5	-45.2
Lawrence	28.17	22.67	24.73	-19.5	9.1	-12.2

Source: Douglas County Budget, FY 2002

Figure 6
City Mill Levy Growth Rates
Baldwin and Comparative Cities
1991-2001

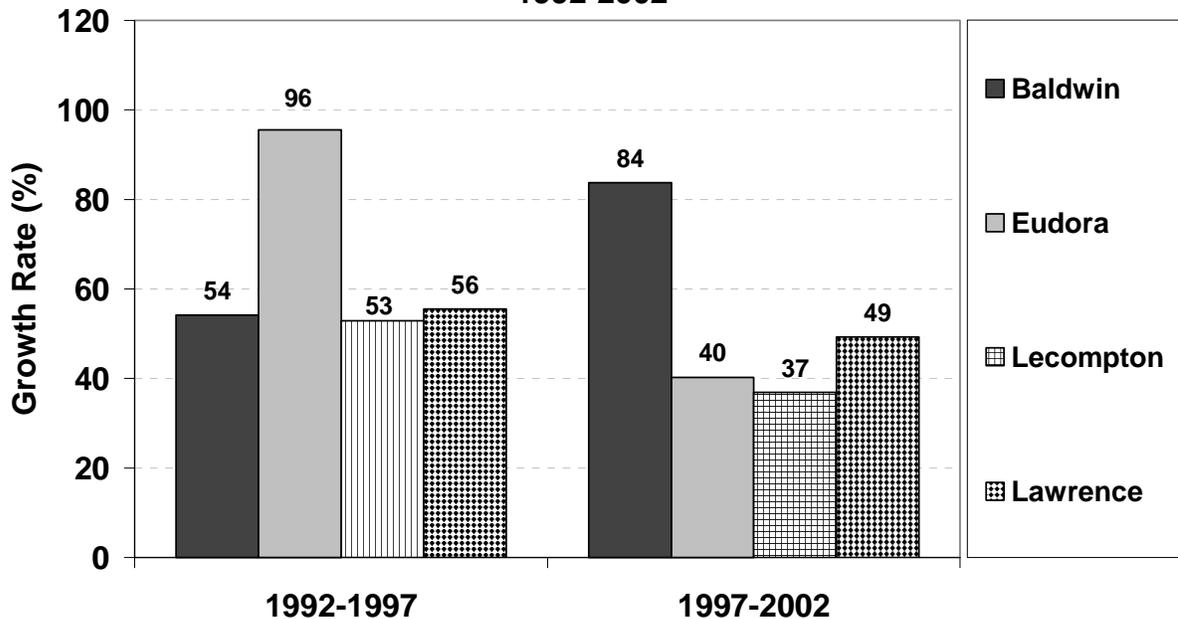


**Table 9
Assessed Tangible Valuation
Baldwin and Comparative Cities
1992-2002**

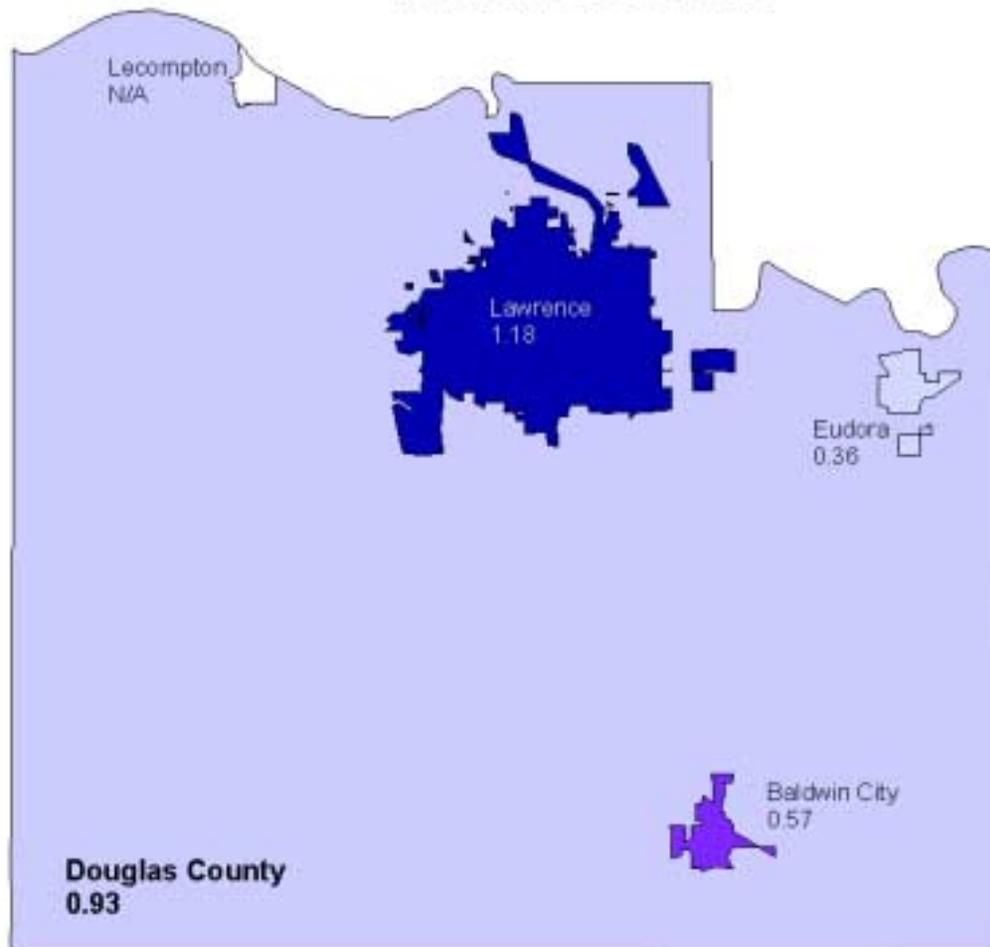
	Assessed Tangible Valuation (in thousands of dollars)			% Growth		
	<u>1992</u>	<u>1997</u>	<u>2002</u>	<u>92-97</u>	<u>97-02</u>	<u>92-02</u>
Baldwin	7,069	10,896	20,019	54.1	83.7	183.2 %
Eudora	9,201	17,991	25,231	95.5	40.2	174.2
Lecompton	1,213	1,855	2,540	52.9	36.9	109.3
Lawrence	271,615	422,416	630,439	55.5	49.2	132.1

Source: Douglas County Appraiser's Office

**Figure 7
Assessed Valuation Growth Rates
Baldwin and Comparative Cities
1992-2002**



**Map 5
Trade Pull Factors: 2001**



Note: County Trade Pull Factor (CTPF) = County per capita sales tax collections divided by Kansas per capita sales tax collections.
Population data used to compute per capita sales includes institutionalized population.
Source: David Darling, K-State Extension and Research, Department of Agricultural Economics. Revised September 2002.

EDUCATION

The educational level of residents is likely to influence the well-being of the whole community. Communities able to provide a higher-skilled workforce are more likely to benefit from new developing industries. Residents who have a good educational background will be more employable and able to command higher salaries. Employers will benefit as well because they will most likely experience lower turnover and training costs. On the other hand, individuals with lower education levels have a harder time finding jobs that can supply a living wage and may be more likely to use social services.

Education: Key Findings

- The percentage of Baldwin residents over the age of 25 who had achieved less than a high-school diploma was 10 percent in 2000, considerably less than the statewide percentage of 14. Furthermore, this percentage in Baldwin was down significantly from 1990, in which the comparable amount was 17 percent. (Table 10)
- The number of people in Baldwin who had completed college, whether through an associate's, bachelor's, or graduate program, all increased from 1990 to 2000, and consequently the number of those who had only partially completed college fell. Overall, the number of Baldwin residents who held at least one college degree in 2000 was close to 37 percent, higher than the state-wide average of about 32 percent. The presence of a four-year institution in Baldwin, Baker University, no doubt makes a favorable difference. (Table 10)
- The Baldwin school district graduated roughly 82 high school students on average each year from 1993 to 2002. The number of high school dropouts each of those years fluctuated from a low of only 1 to a high of 20, but the average was about 10. (Table 11)
- High school dropouts as a percent of graduates in Baldwin averaged about 11.5 percent a year from 1993 to 2002. This was much lower than the average rate for Kansas during the same period, about 20 percent. (Table 11)

Table 10
Educational Attainment of Persons over 25
As a Percentage of the Population of Persons over 25
Baldwin and Kansas
1990-2000

	<u>Year</u>	<u>Completed Less Than 9th Grade</u>	<u>9-12th Grade No Diploma</u>	<u>High School Diploma</u>	<u>Some College</u>	<u>Associate Degree</u>	<u>Bachelor's Degree</u>	<u>Graduate Degree</u>	<u>Pop. Over 25</u>
Baldwin	1990	64	158	321	343	71	215	134	1,306
	2000	62	119	562	413	101	326	233	1,798
Kansas	1990	120,951	172,321	514,177	342,964	85,146	221,016	109,361	1,561,417
	2000	88,124	149,675	507,612	417,722	99,096	290,271	148,707	1,699,833

As a Percent of Population of Persons over 25:

Baldwin	1990	4.9 %	12.1 %	24.6 %	26.3 %	5.4 %	16.5 %	10.3 %
	2000	3.4	6.6	31.3	23.0	5.6	18.1	13.0
Kansas	1990	7.7	11.0	32.9	22.0	5.5	14.2	7.0
	2000	5.2	8.8	29.9	24.6	5.8	17.1	8.7

Source: U.S. Bureau of the Census

Table 11
High School Graduates and Drop-Outs
Baldwin and Kansas
1993-2002

	<u>1993</u>	<u>1994</u>	<u>1995</u>	<u>1996</u>	<u>1997</u>	<u>1998</u>	<u>1999</u>	<u>2000</u>	<u>2001</u>	<u>2002</u>
Baldwin										
Grads	68	69	66	78	85	92	95	77	102	91
Drops	2	1	7	3	11	10	11	20	17	17
Kansas										
Grads	26,019	26,481	27,769	26,997	27,931	29,331	30,015	30,592	30,883	30,224
Drops	5,753	6,505	6,680	6,432	6,541	6,156	5,810	4,836	4,687	4,607
<i>High school drop-outs as percent of graduates</i>										
Baldwin	2.9%	1.4%	10.6%	3.8%	12.9%	10.9%	11.6%	26.0%	16.7%	18.7%
Kansas	22.1%	24.6%	24.1%	23.8%	23.4%	21.0%	19.4%	15.8%	15.2%	15.2%

Grads: High school graduates, year ending:

Drops: High school dropouts, year ending:

Source: Kansas State Department of Education

CONCLUSION

Economic data is an important tool of the community economic development process, because it gives community members a better view of the current facts and trends in different areas of performance for the community. However, numbers alone are not enough. The data must be analyzed and interpreted, taking into account the intuition of those within the community as to what the trends really mean.

Like many small towns near major metropolitan areas, Baldwin has seen rapid population growth for well over 50 years. Though in the past the population has been predominantly young, and still remains so to an extent, the make-up of residents in Baldwin is shifting more to older generations. These residents have for the most part completed an above average amount of education, and are highly skilled.

Employment growth in the last decade has actually significantly outpaced population growth, evidencing a very good match between the supply and demand for labor. The unemployment rate in Baldwin has typically been lower than the surrounding cities. Per capita income levels in Baldwin are lower than other cities in the county, though, even to the comparably-sized Eudora. This may in part be due to the number of college-aged residents in the city, who have little income to speak of.

Baldwin is a small community, but a steadily-growing one. Good job opportunities exist there, and the presence of a four-year university as well as proximity to larger metropolitan areas make it an undeniably attractive place to live, as evidenced by the strong and consistent population growth it has experienced.