

# **Economic Resilience**

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# What Do We Mean By Resilience?

Resilience measures seek to evaluate a society's capacity to adapt to challenges before and after a shock or disaster.

“Community resiliency can be defined as **adaptability**...the capacity for humans to **change their behaviors**, economic relationships, and social institutions such that *economic vitality is maintained and social stresses are minimized.*”

Quigley *et al* (1996)

“A community’s ability to **maintain, renew, or reorganize** social system functions and ecological functions...the *robustness and buffering capacity of a community in a changing system.*”

Varghese *et al* (2006)

# What Do We Mean By **Economic Resilience**?

- Briguglio et al (2006): How susceptible economies are to shocks, which can be permanent or quasi-permanent features of a region
- Hill (2012): A region's ability to recover from a shock that alters its growth path
- Simmie and Martin (2010): Differential ability of a region's or locality's firms to adapt to changes and shocks in competitive, market, technological, policy, and related conditions that shape the evolutionary dynamics and trajectories of that regional or local economy over time.

# What Do We Mean By Resilience?

## Economic Shock:

- Event that produces a significant change within an economy
- Can be unpredictable and impact supply or demand

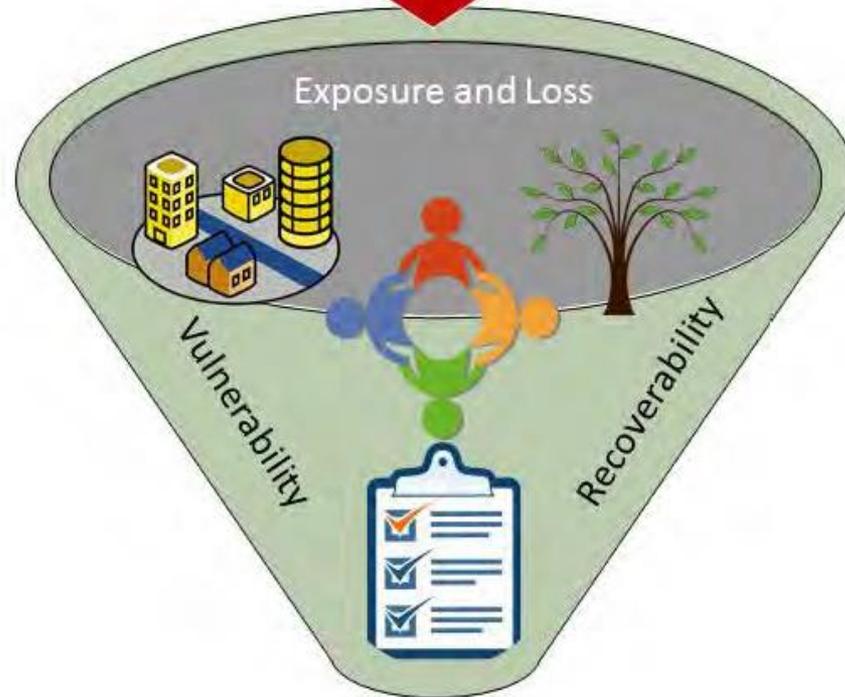
## What happens after experiencing this shock?

1. Return to 'normal'
2. Fall apart
3. Grow stronger (adapt)

(Cutter, Ash, & Emrich, 2014; Joseph & Krishnaswamy, 2010)



# Event / Shock



Built Environment



Natural Environment



Society



Governance



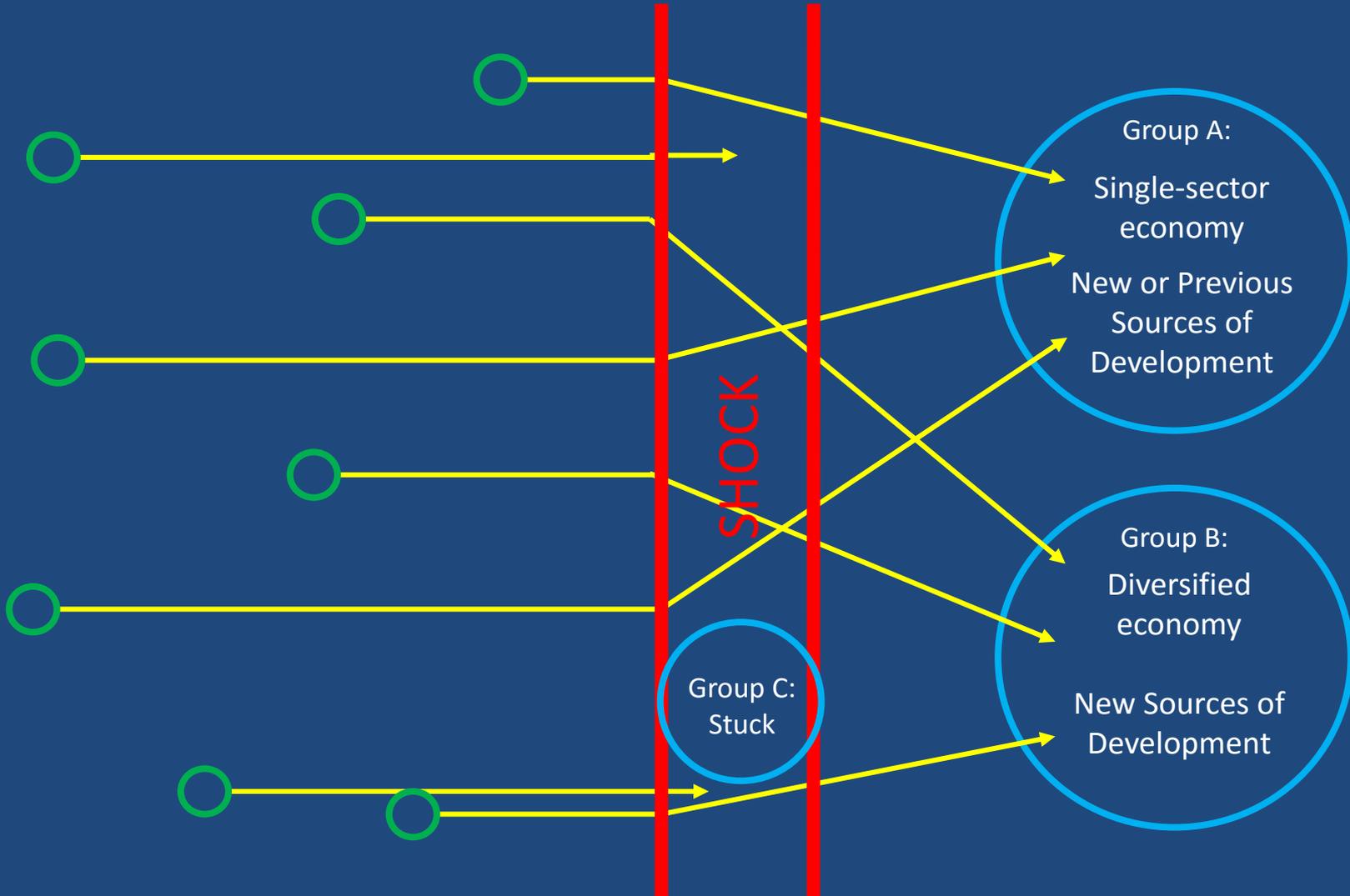
# Resilience

# Defining Economic Resilience

- Static economic resilience: The ability of a system to maintain function when shocked.
  - Heart of economic problem, as ordinary scarcity made more severe than usual
  - Imperative to use the remaining resources as efficiently as possible at any given point in time during the course of recovery.
  - Pertains to making the best of the existing capital stock (productive capacity)
- Dynamic economic resilience: Hastening the speed of recovery from a shock.
  - Refers to the efficient utilization of resources for repair and reconstruction.
  - Focuses on enhancing capacity
  - Investment decisions involve diverting resources from consumption today in order to reap future gains from enhanced productivity

# Communities before shock

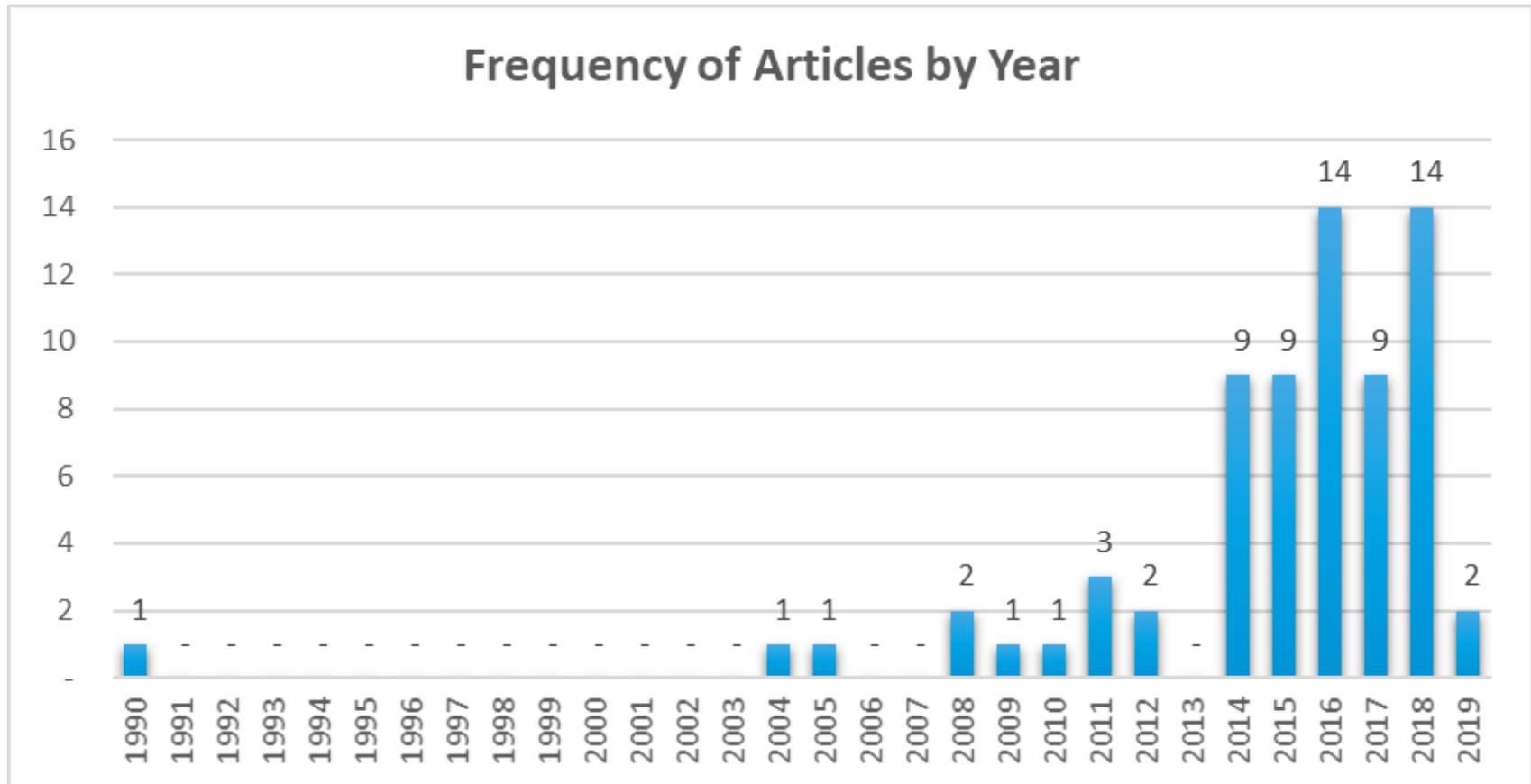
# After Shock Adaptation



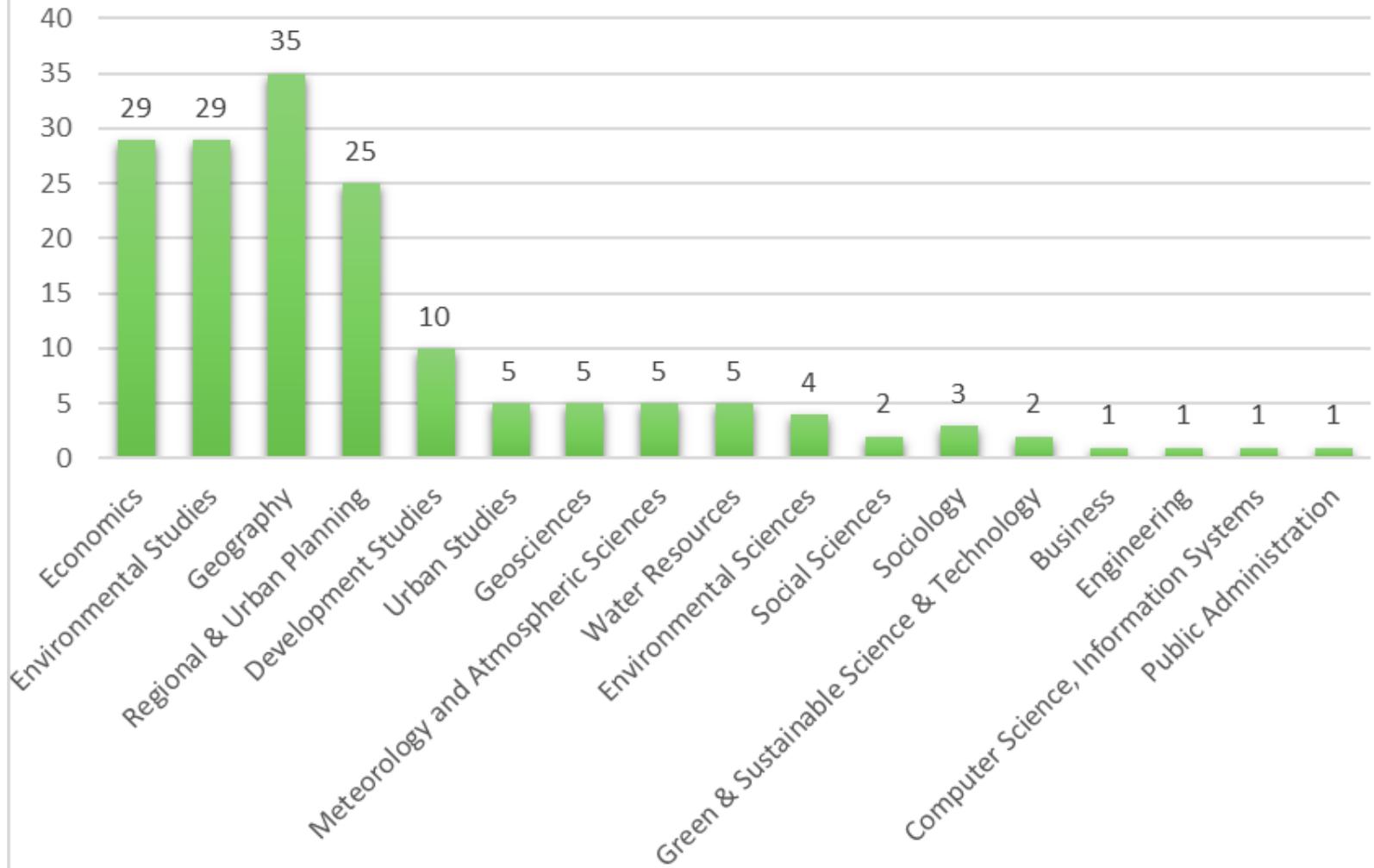
# Economic Resilience

- Economic development and resilience concerns include:
  - Attracting and retaining businesses and jobs,
  - Building the tax base
  - Addressing poverty and inequality
  - Enhancing local amenities
  - Economic sustainability
- Also **economic indicators** associated with non-economic aspects of community resilience, For example:
  - Debt ratios generally impact a community's ability to deal with change.
  - Poverty impacts the probability that people will adequately respond from an economic or natural disaster.
  - Job continuity and economic sustainability will strongly influence the continuity of social networks.

# Economic Resilience Literature



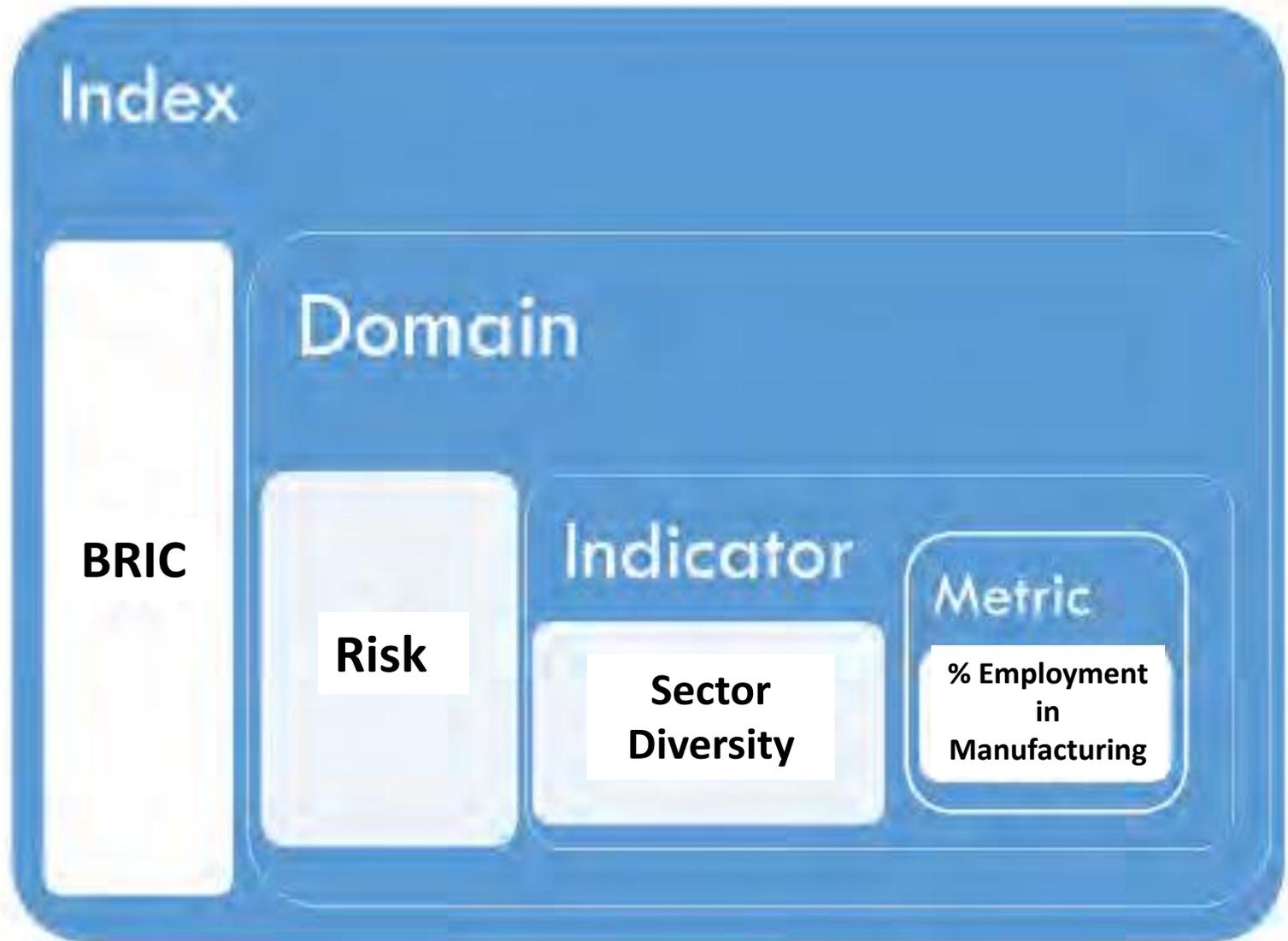
## Frequency of Articles by Journal Classification



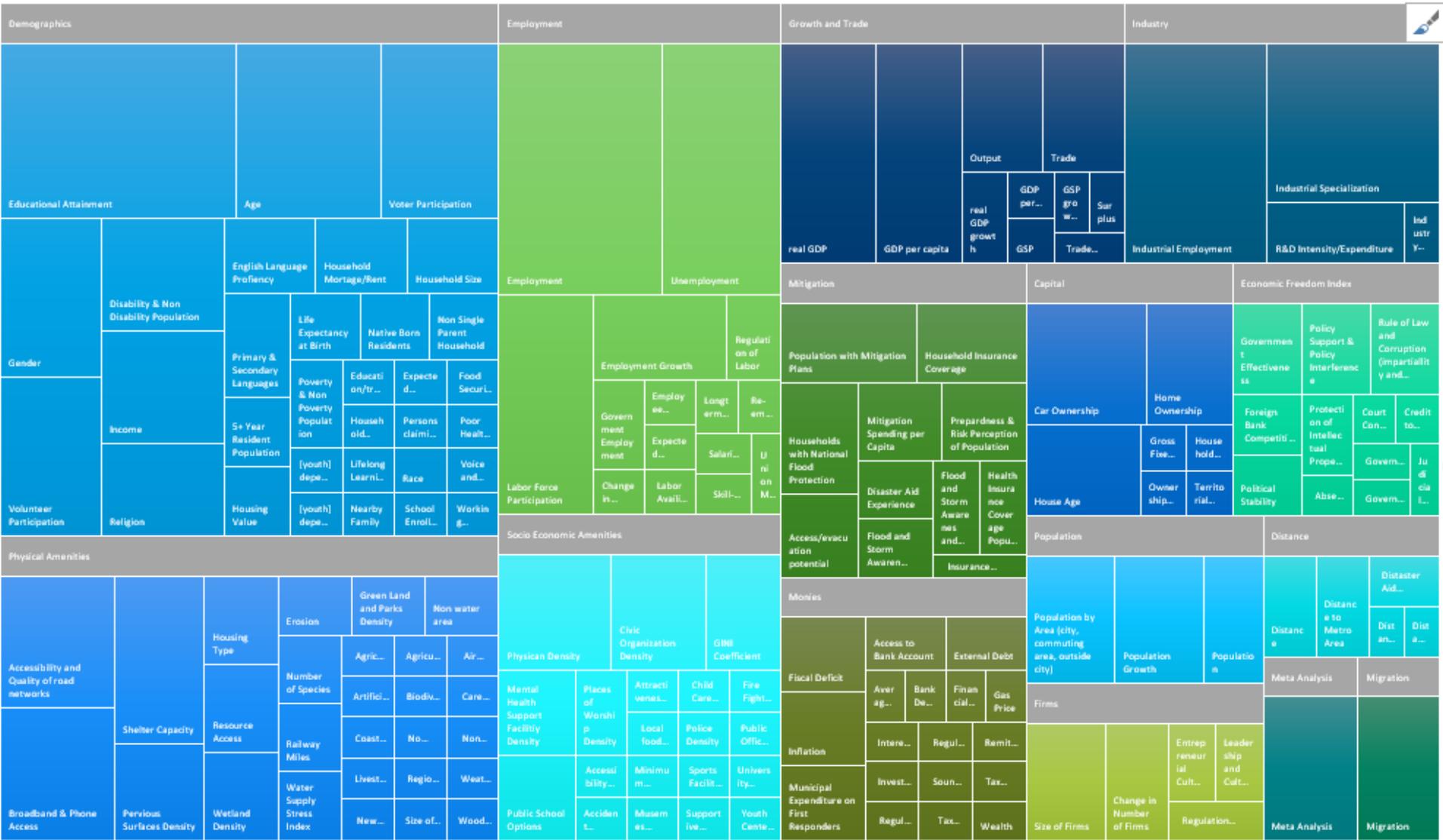
**Table 3**

Assessment of economic and community resilience indices.

Study	Approach	Conceptual/Empirical Support	Sample indicators	Problems
Cutter et al. [3]	Adapted vulnerability index	Success of vulnerability index several case studies	Percent employed Business size income Equality	Incomplete Some irrelevance
Bruneau et al. [23]	4 Rs framework	Systems engineering	Avoidance of losses Redundant capacity Stabilizing measures Recovery time	Incomplete Includes mitigation
Jordan et al. [24]	Content analysis	Prevalence of (sub)indicators	Employment Home ownership Income equity Single-sector dependence	Incomplete Some irrelevance
Mayunga et al. [25]	Capital-based strategies	Extension of social-capital approach	Household income Property value Employment investments	Incomplete
Fisher et al. [26]	3 Rs framework	Expert judgment	Excess capacity Inventories Input/import substitution	Partly complete Single case study
Norris et al. [1]	Literature review	Social psychology	Diversity of economic resources Equity of resource Distribution	incomplete Process-oriented
Burton [28]	Based on vulnerability	Hurricane Katrina recovery	Percent employed Household income Business size	Incomplete Some irrelevance
Rose [11]	Production theory macroeconomics	Several case studies	Inventories Excess capacity Input substitution Business relocation	Narrowly economic



# Economic Resilience Indicators and Metrics



- Capital
- Demographics
- Distance
- Economic Freedom Index
- Employment
- Firms
- Growth and Trade
- Industry
- Meta Analysis
- Migration
- Mitigation
- Monies
- Physical Amenities
- Population
- Socio Economic Amenities

## **Baseline Resilience Indicators for Communities (BRIC)**

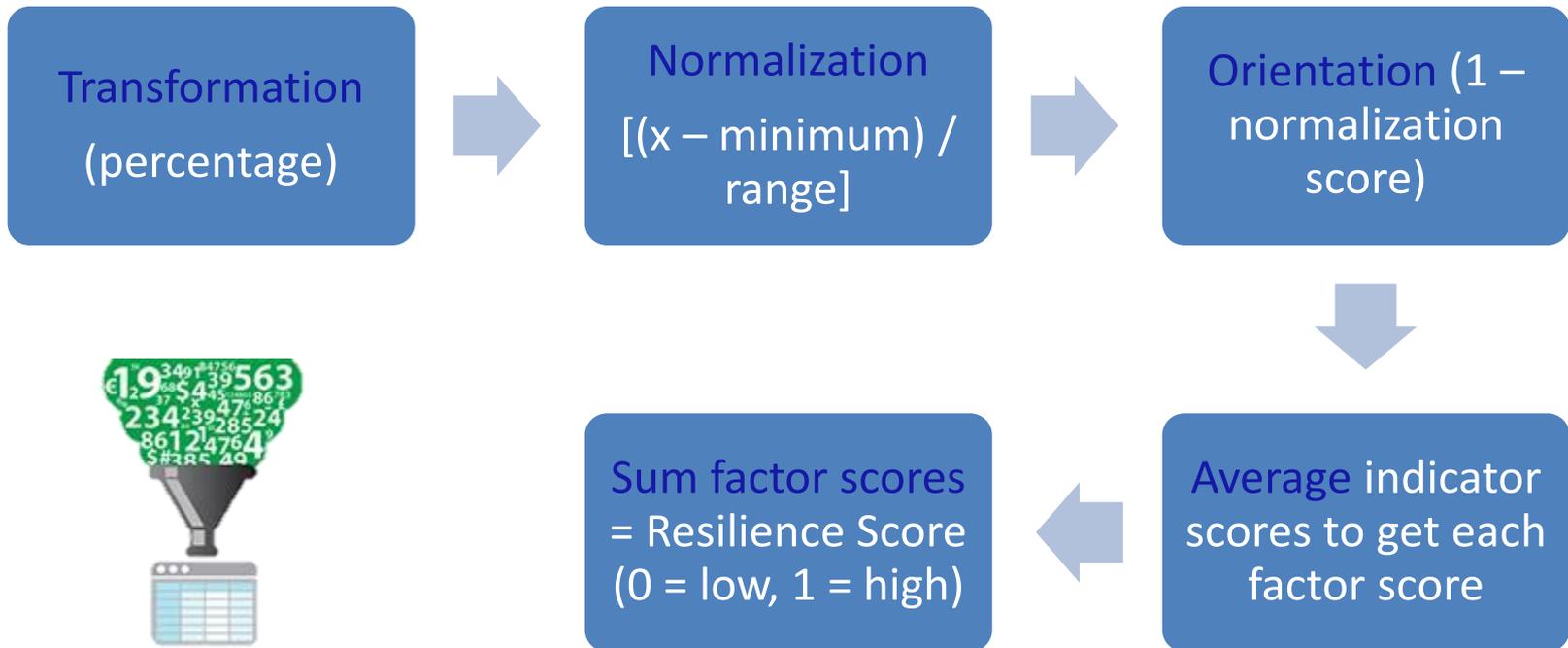
- BRIC process based on empirical research with solid conceptual and theoretical underpinnings. (Cutter et al. 2014)
- Composite indicator measures overall pre-existing community resilience, and provides an empirically based resilience metric for use in a policy context.
- Using data from 30 public and freely available sources, BRIC comprises 49 indicators associated with six domains:
  - Social (10 indicators)
  - Economic (8 indicators)
  - Housing and infrastructure (9 indicators)
  - Institutional (10 indicators)
  - Community Capital (7 indicators)
  - Environmental (5 indicators)

# How can we measure Socioeconomic Resilience?

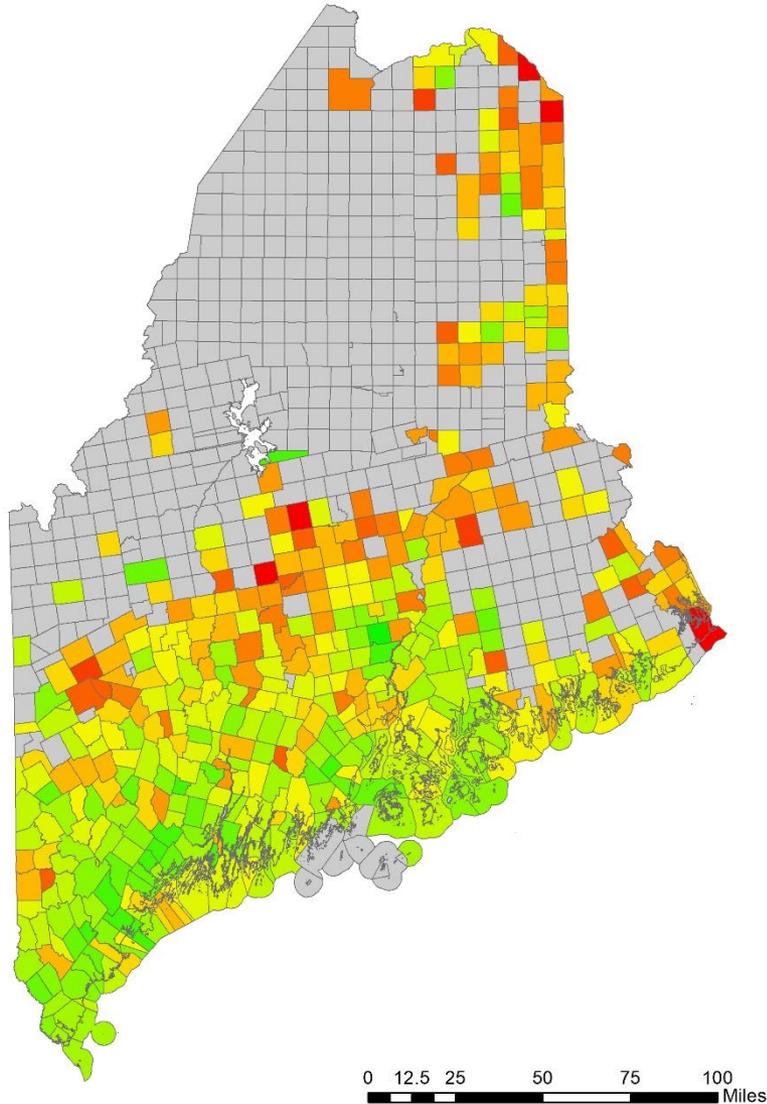
Indicator	Measurement	Effect on Resilience
Population stability	% change	+
Homeowners	% total housing stock	+
Educational attainment	% with bachelor's or higher	+
Employment	% 16 and older in labor force	+
Female labor force participation	% of females 16 and older	+
Single sector employment	% employed in natural resources	-
Federal Employment	% total labor force	+
Business size	% large, > 100 employees	+
Median household income	\$	+
Poverty	% total population	-
Public assistance	% total population	-
School lunch program	% total K-12 students	-
Effective tax rate	\$ per \$1,000 value (mill rate)	-
Change in town valuation	%/yr	+
Housing type	% mobile homes	-
Housing age	median year built	+
Housing value	median value	+/-
Health care coverage	% covered	+
High speed internet infrastructure	% with access to broadband	+

# Estimating Economic Resilience Indicators (ERIs)

For each indicator, follow these steps...

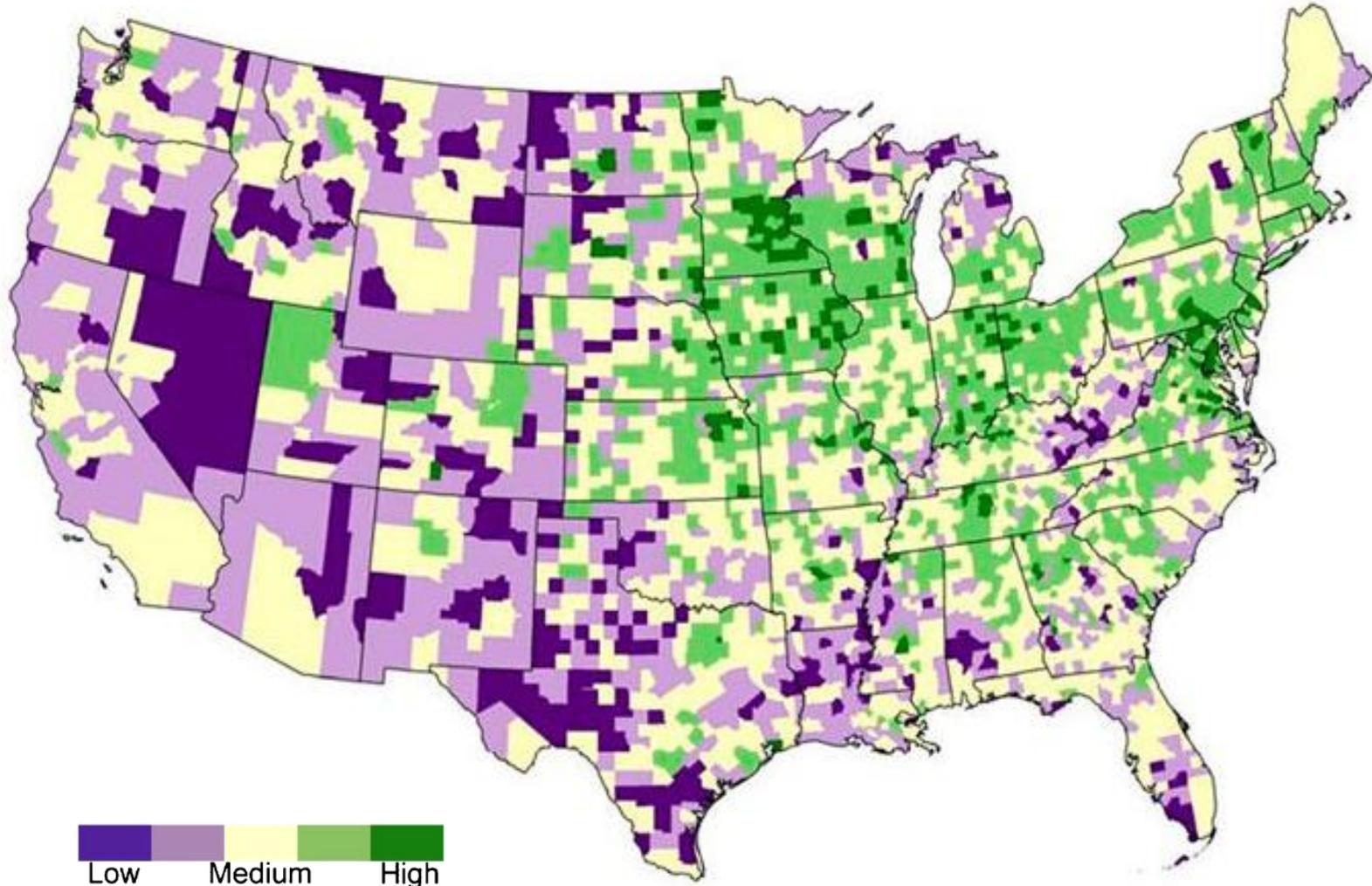


## Maine Economic Resilience by Town - 2016

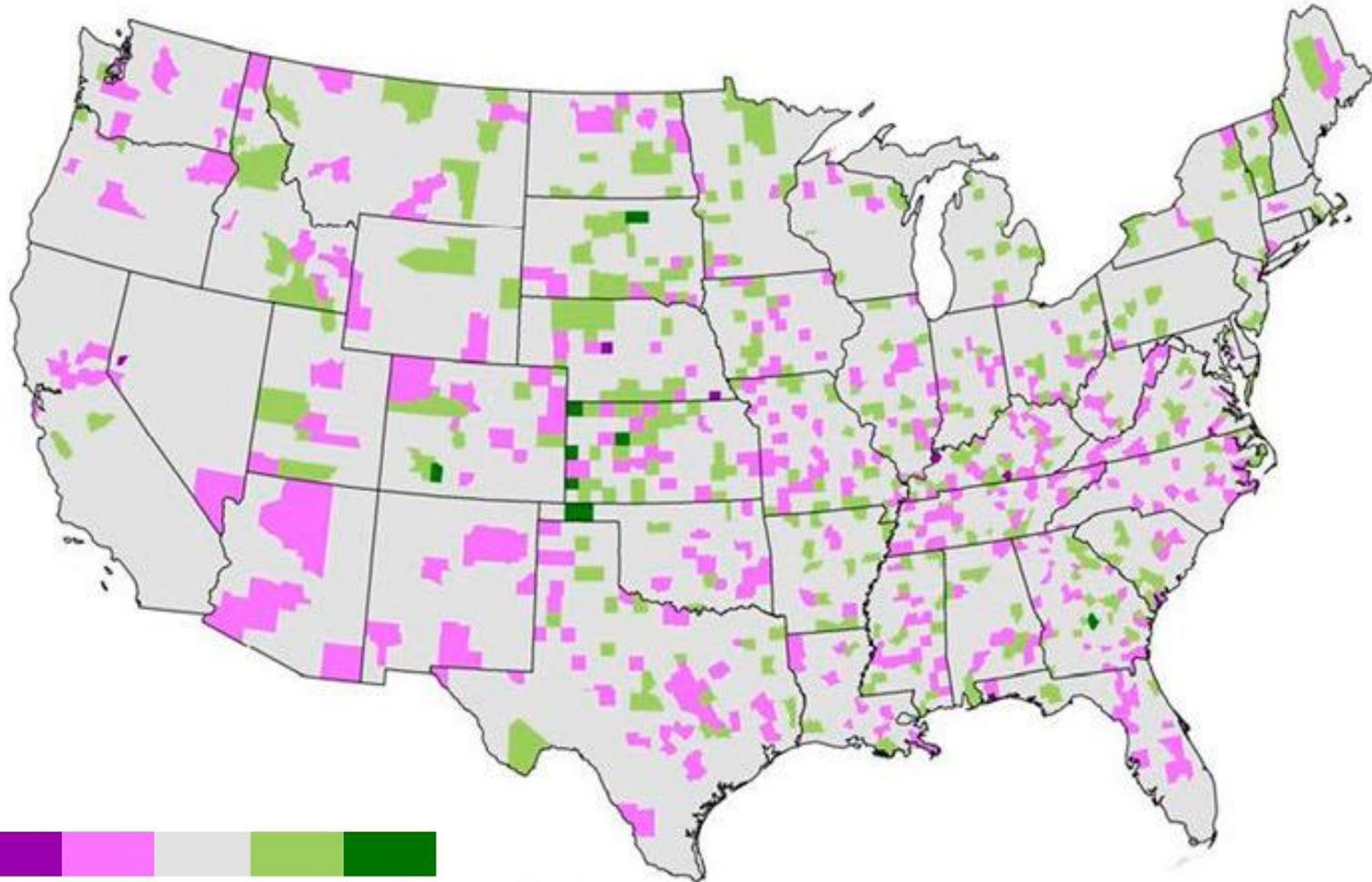


- Change in Pop from 2000
- Median age
- Education
- Median HH income
- Labor force participation
- Unemployment
- Median house value
- Property tax rate
- % below poverty
- Mean work commute

# Economic Resilience by US County (2015)



# Change in Economic Resilience, 2010-2015



Less resilient

No change

More resilient

# Case Study: Katahdin Region

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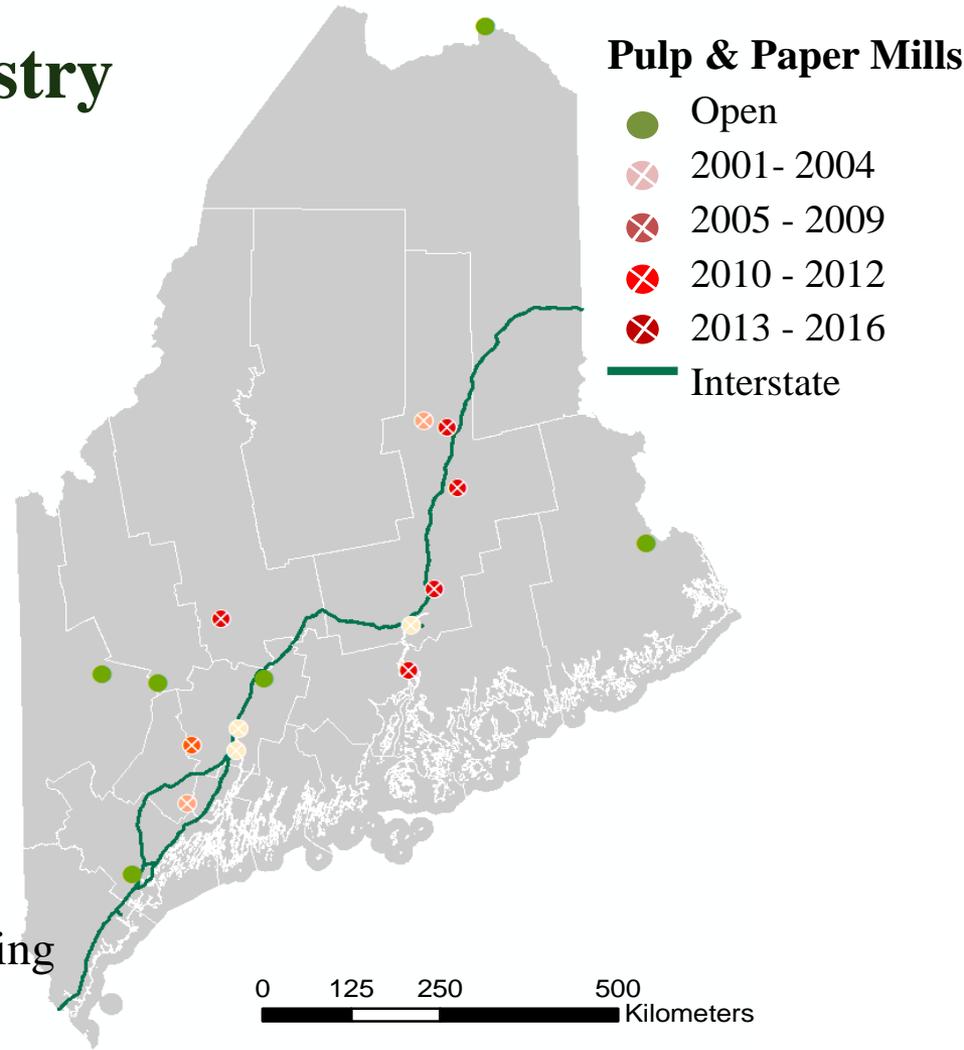
# Maine Pulp and Paper Industry

## Employment

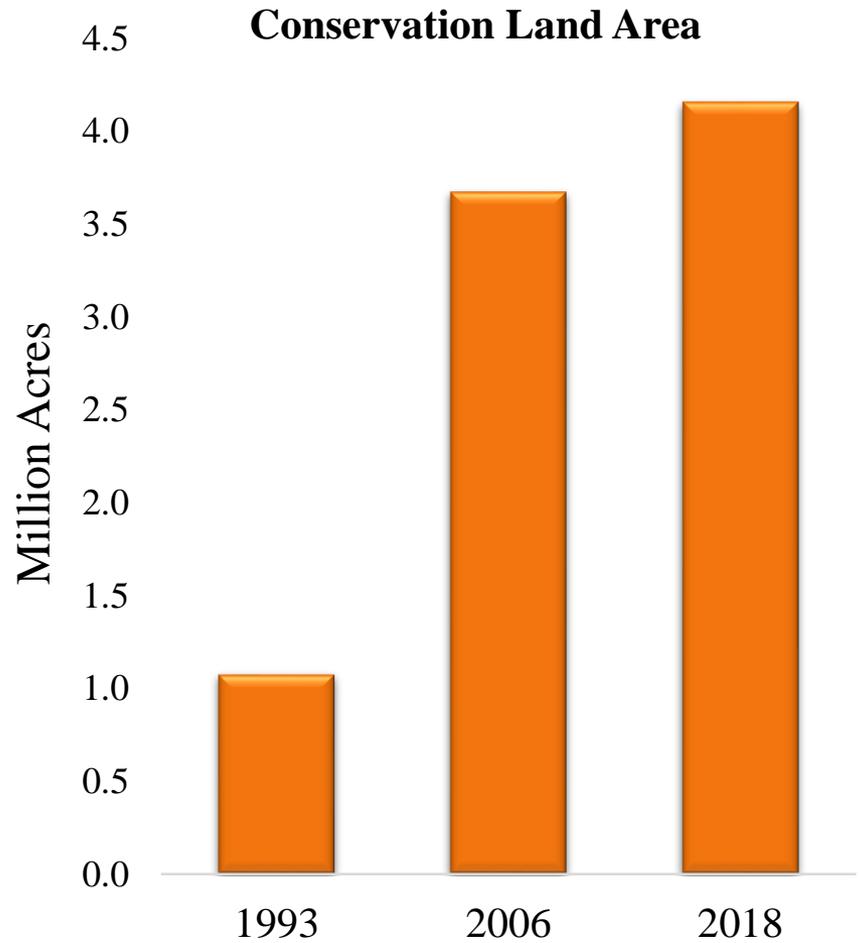
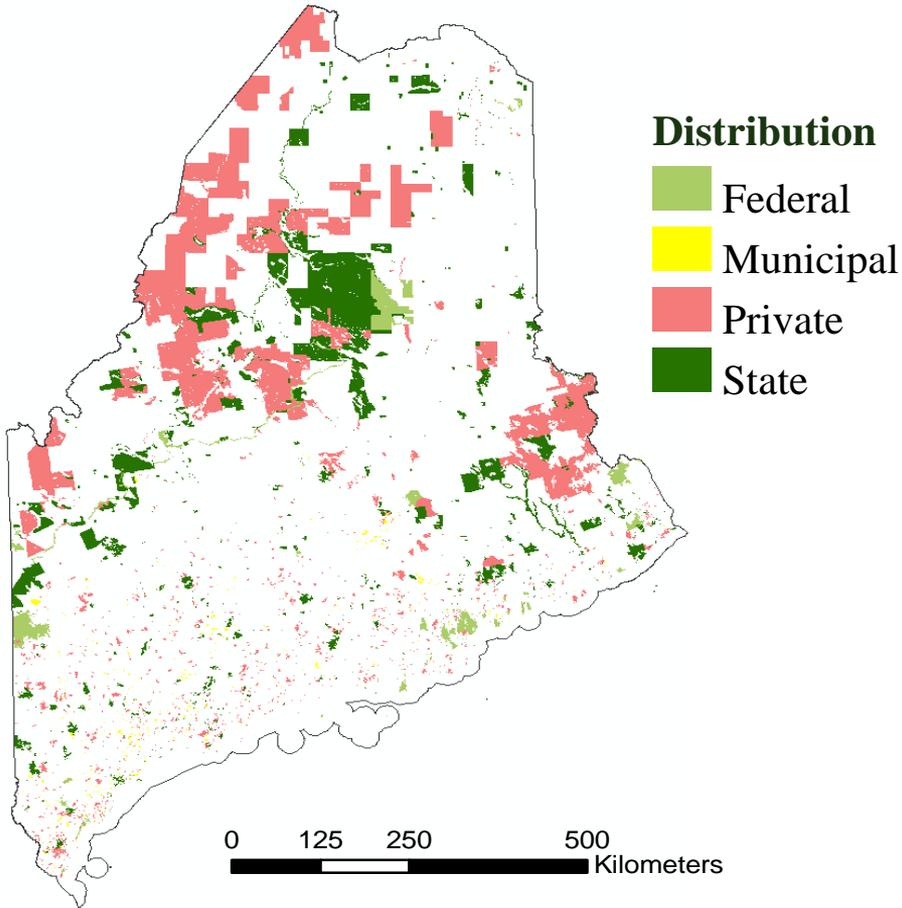
- 17,400 people at the end of 1990
- 4,100 people at the end of 2015
- 75 % decline

## Mills

- 28 mills operating at the end of 2006
- 18 mills operating at the end of 2007
- 12 mills operating at the end of 2013
- 6 mills operating in 2018
- Mills currently operating have been investing in new technology and/or expanding



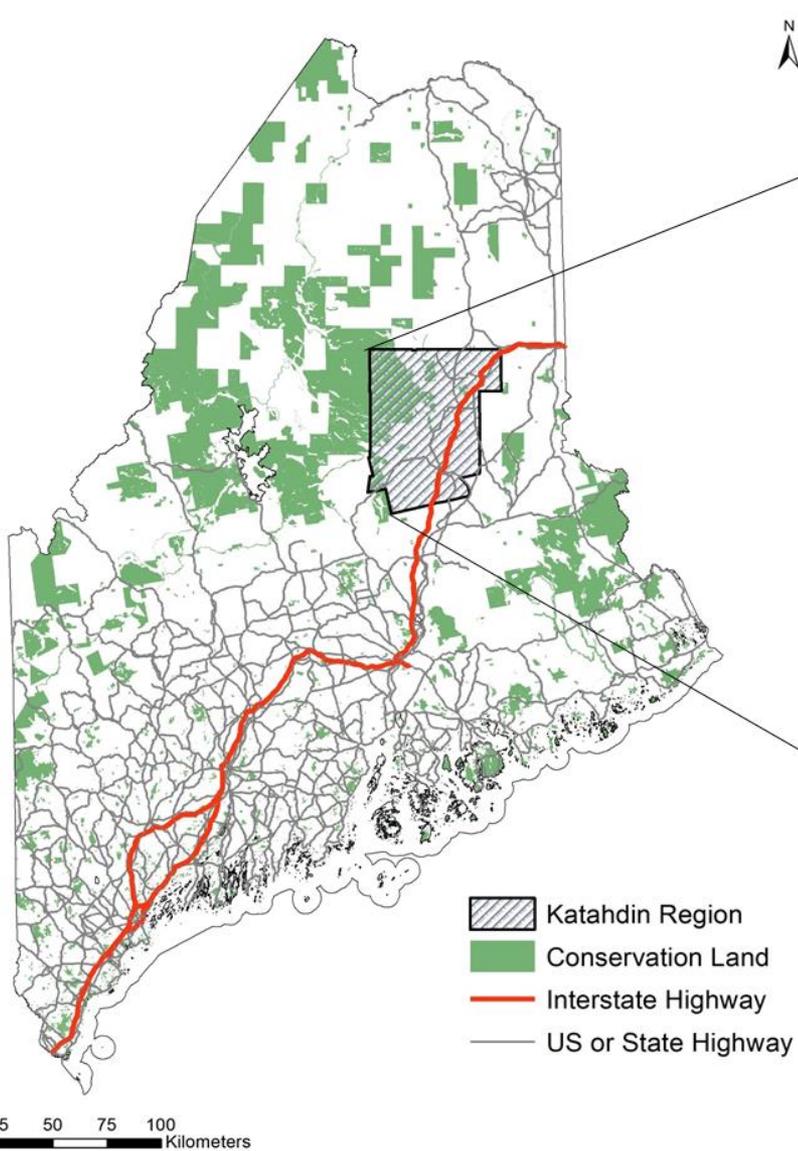
## Maine Land Conservation Patterns



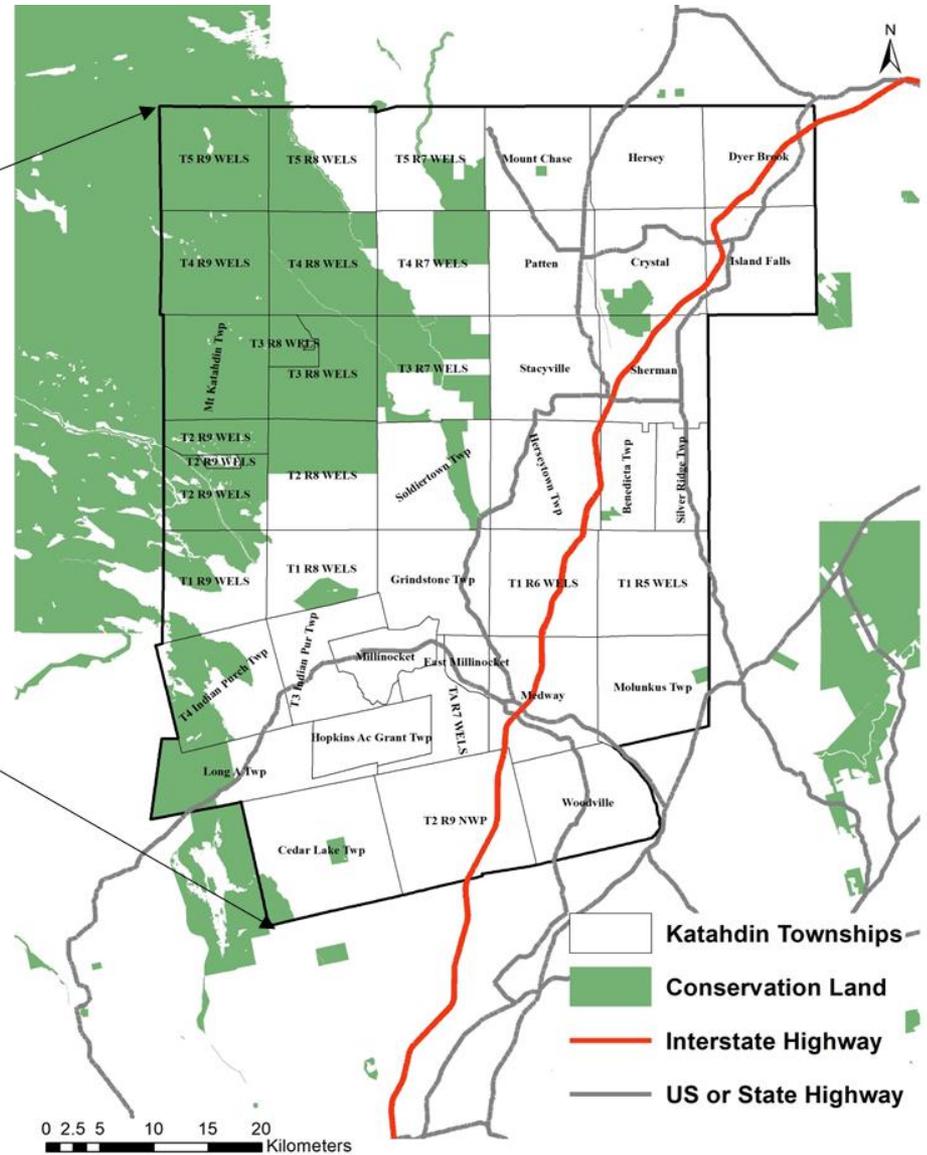
# Overview

- Katahdin Region has experienced **significant change**
  - Mill closures, KWWNM established, new recreational enterprises
- Region actively exploring opportunities to make it a **more resilient and robust place to live and work**
- **Socioeconomic resilience indicators** a well-regarded approach to:
  - Take a ‘**snapshot**’ of **current state** of a ‘community’
  - Assess if making + strides in socioeconomic development
- **Our approach:** develop a mix of quantitative and qualitative measures to estimate **community resilience** and identify options for how the Katahdin Region could improve theirs.

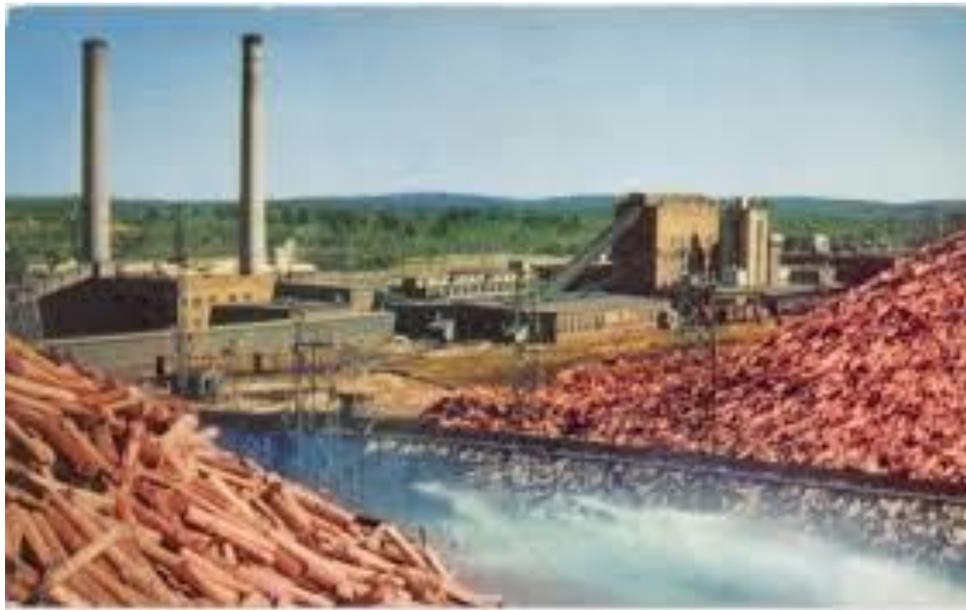
# The Katahdin 'Region'

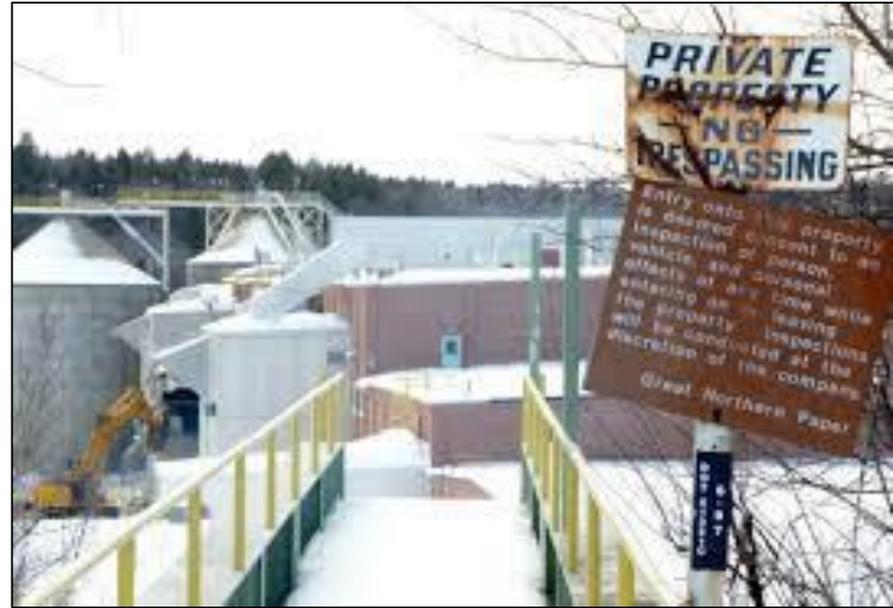


(A)



(B)







# A Paper Mill Goes Quiet and the Crows Grope for



The Great Northern Paper mill in Millinocket, Maine, is being dismantled. Photo by Tristan Spinski for The New York Times.

By Jess Bidgood

Aug. 2, 2014

In August, Millinocket, Maine, is a quiet town. In the mill town, who can see the mill's interior on many of the jobs a

BUSINESS > Posted January 12, 2017 | Updated January 12, 2017

## Nonprofit buys former Great Northern Paper Mill in Millinocket

In purchasing the 1,400-acre mill site for \$1, the group is exploring redevelopment opportunities.

STAFF REPORT

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The former Great Northern Paper mill in Millinocket, shown here in 2011, was dismantled and sold for scrap beginning in 2013. Press Herald File Photo/Gordon Chibroski

AUGUST 20, 2018

FOCUS: GREATER BANGOR/NORTHERN MAINE

## With its paper mill long gone, Millinocket has a new story to tell



PHOTO / MAUREEN MILLIKEN

Great Northern Paper Co. closed its paper mill in September 2008, setting in motion 10 years of change in Millinocket (though some of the manufacturing equipment is still there). Now a new future is being mapped out by the people who've taken on the real work of rebuilding the former mill town's economy from the ground up.

BY MAUREEN MILLIKEN

WASTEWATER - ASSISTANT OPERATOR

# Our Approach

1. Develop Economic Resilience Indicators (ERIs) for Katahdin Region & compare to other parts of Maine
2. Conduct 'qualitative' survey to get resident perceptions on how things are and ideas on where their communities could improve
3. Identify other parts of the US have that 'rebounded' to major economic shocks

Combined, can we use this framework to guide where Katahdin could go?

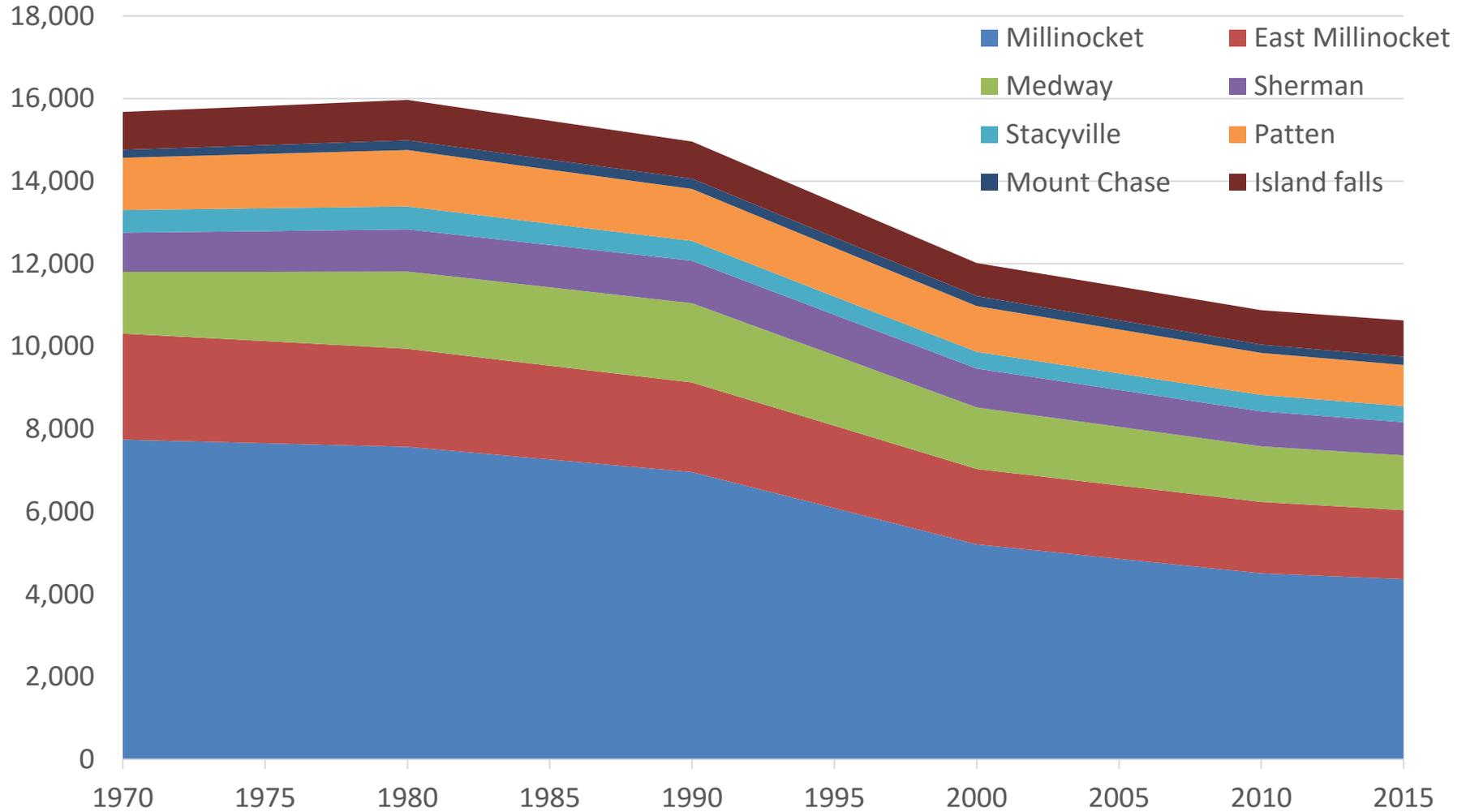
# Quantitative ERIs

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# Katahdin Data Sources and Limitations

- All data obtained from publicly available sources
  1. US Census Bureau, Decennial Census
  2. US Census Bureau, American Community Survey, 5-year estimates
  3. Maine Department of Labor, Center for Workforce Research and Information
  4. Maine Revenue Service, Property Tax Division
  5. Maine Department of Education Data Center
- Caveats/limitations
  - Most annual data based on surveys, not the entire population (e.g., Census)
  - Figures that segment across municipality, age, occupation, etc. have lower statistical confidence
  - Factsheets note the level of confidence for each indicator

Katahdin Region Population, 1970-2015

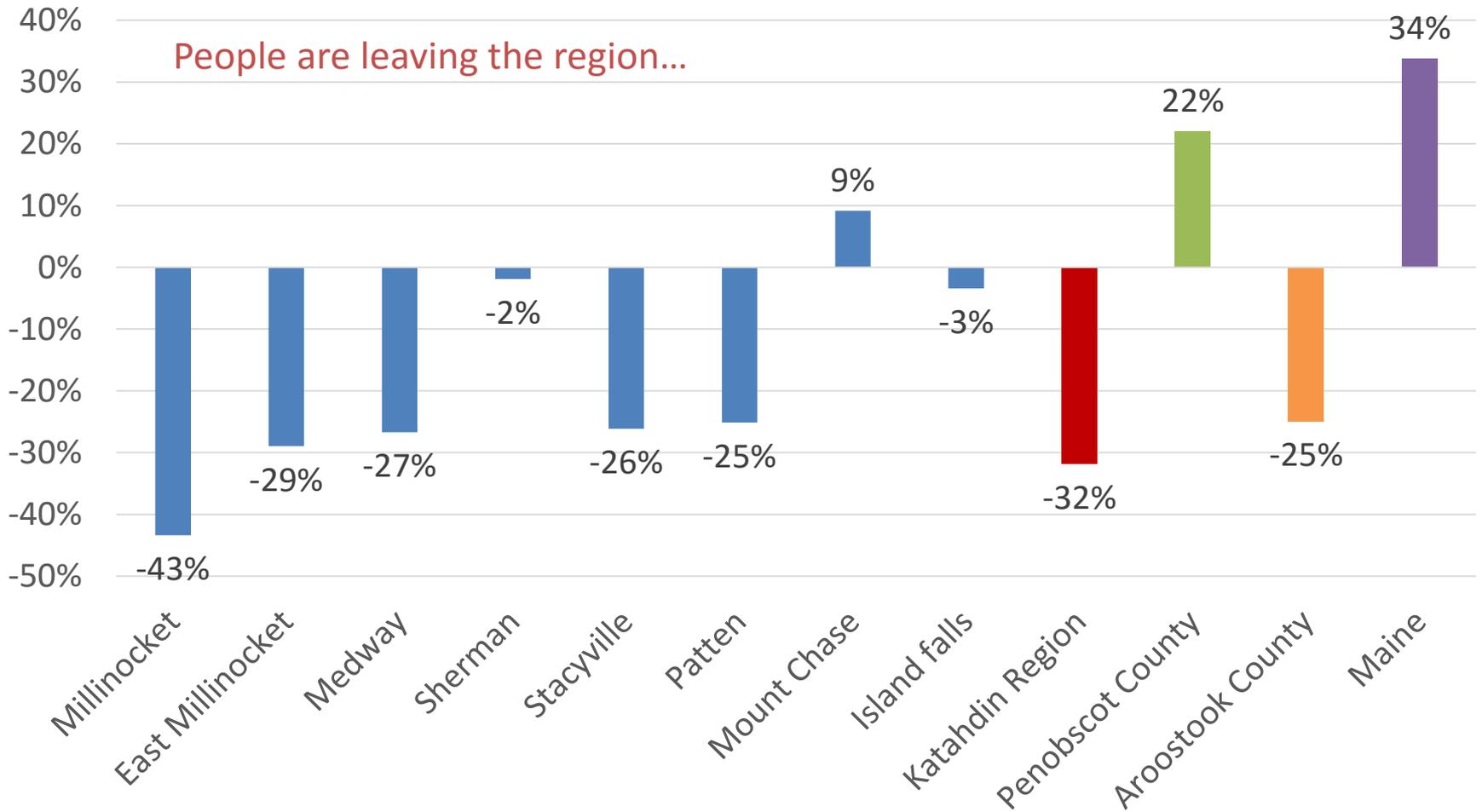




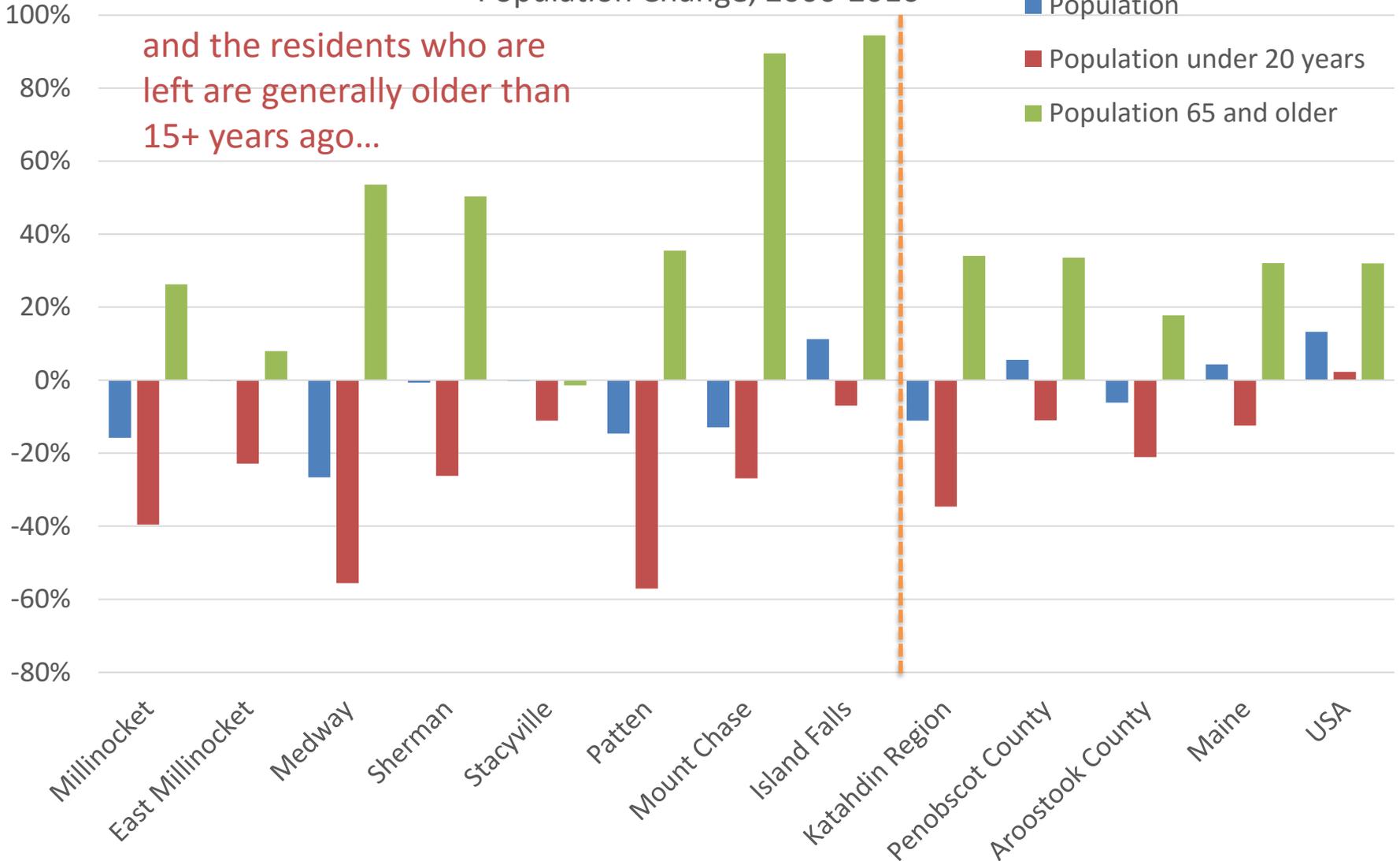
**Caution. Very fast run through of  
several slides ahead...**

**...but don't worry, we'll distill it all down  
into just a couple of numbers at the end**

### % Change in Population, 1970-2015

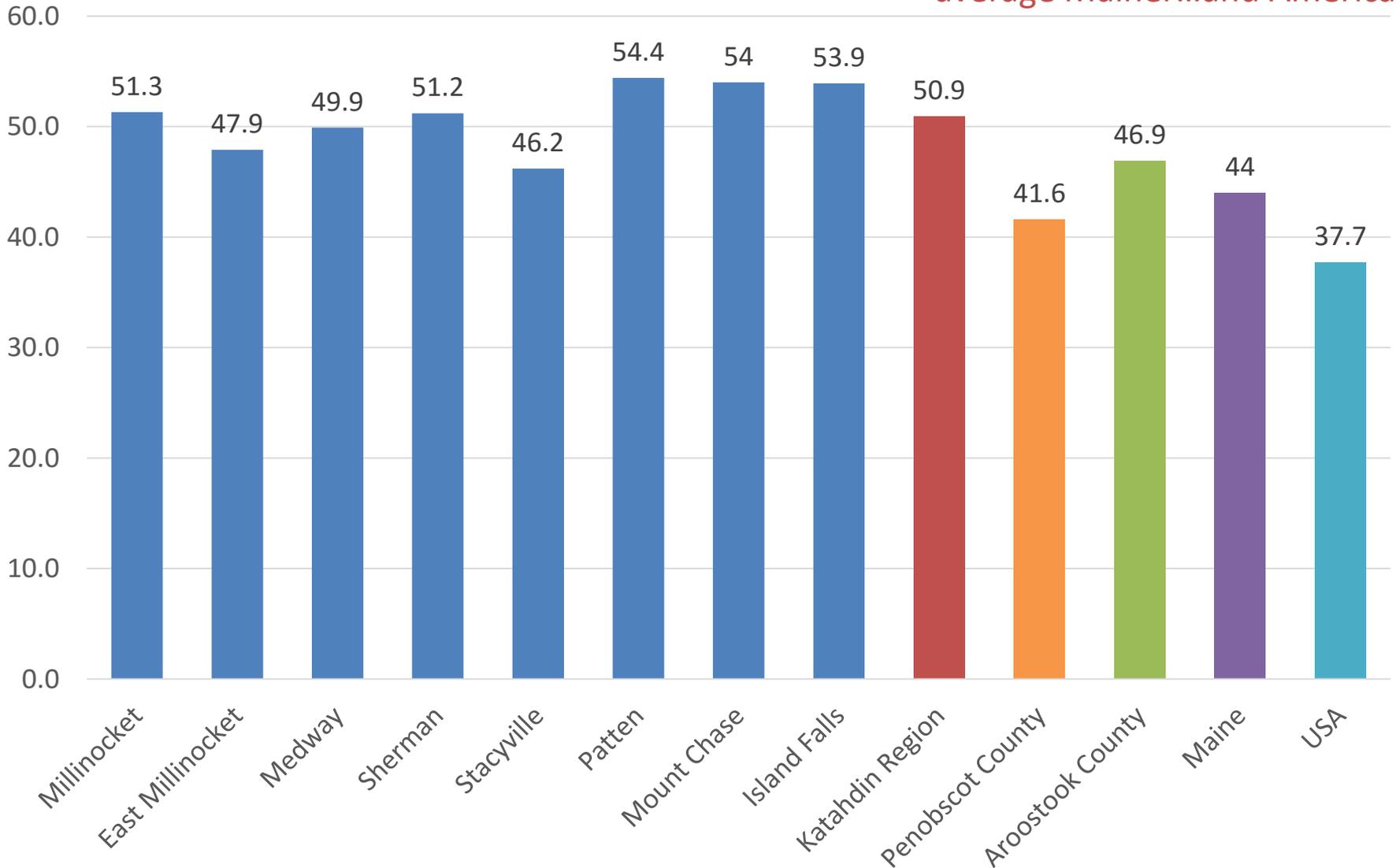


Population Change, 2000-2016



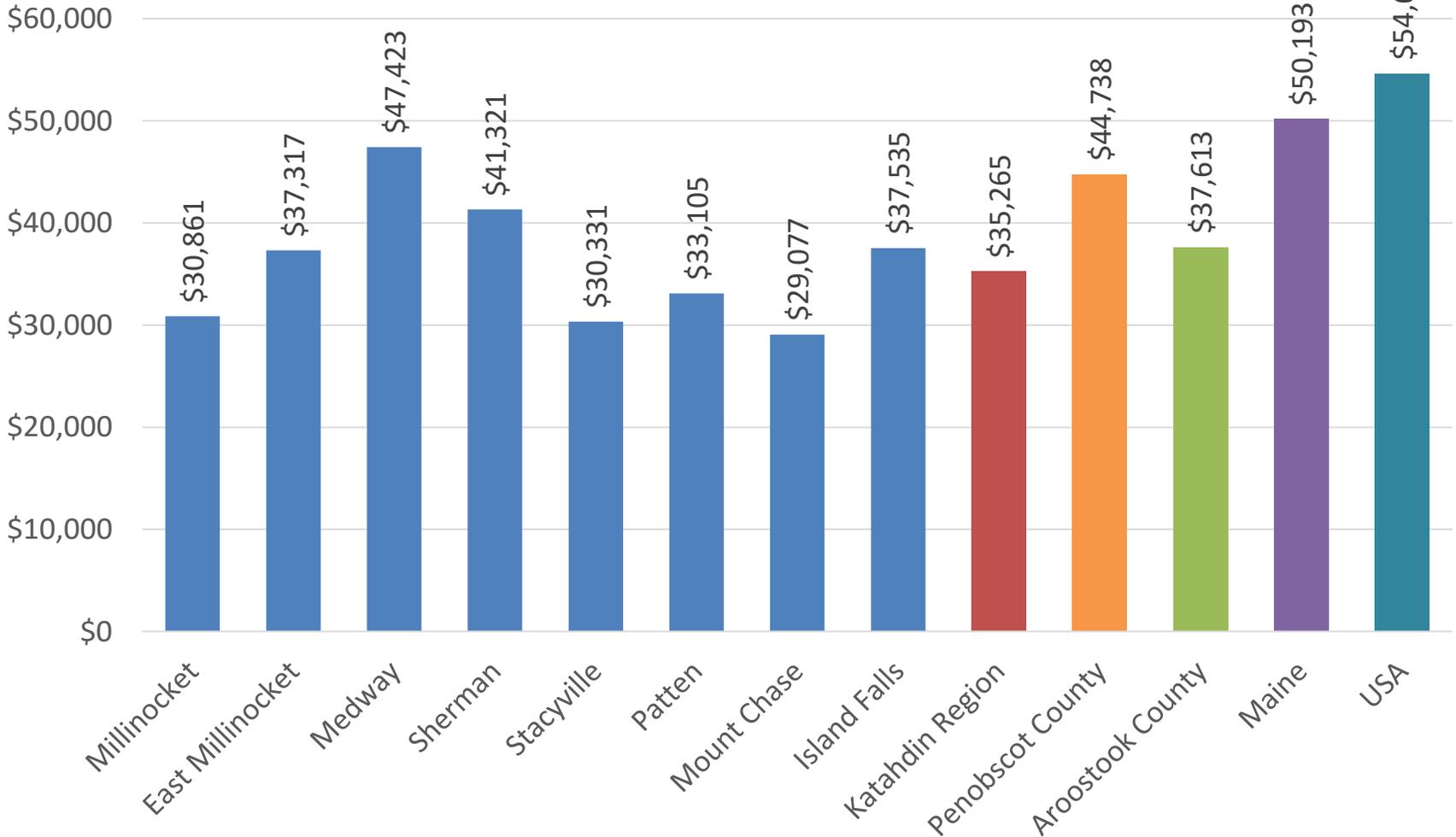
Median Age, 2016

And they're older than the average Mainer...and American...



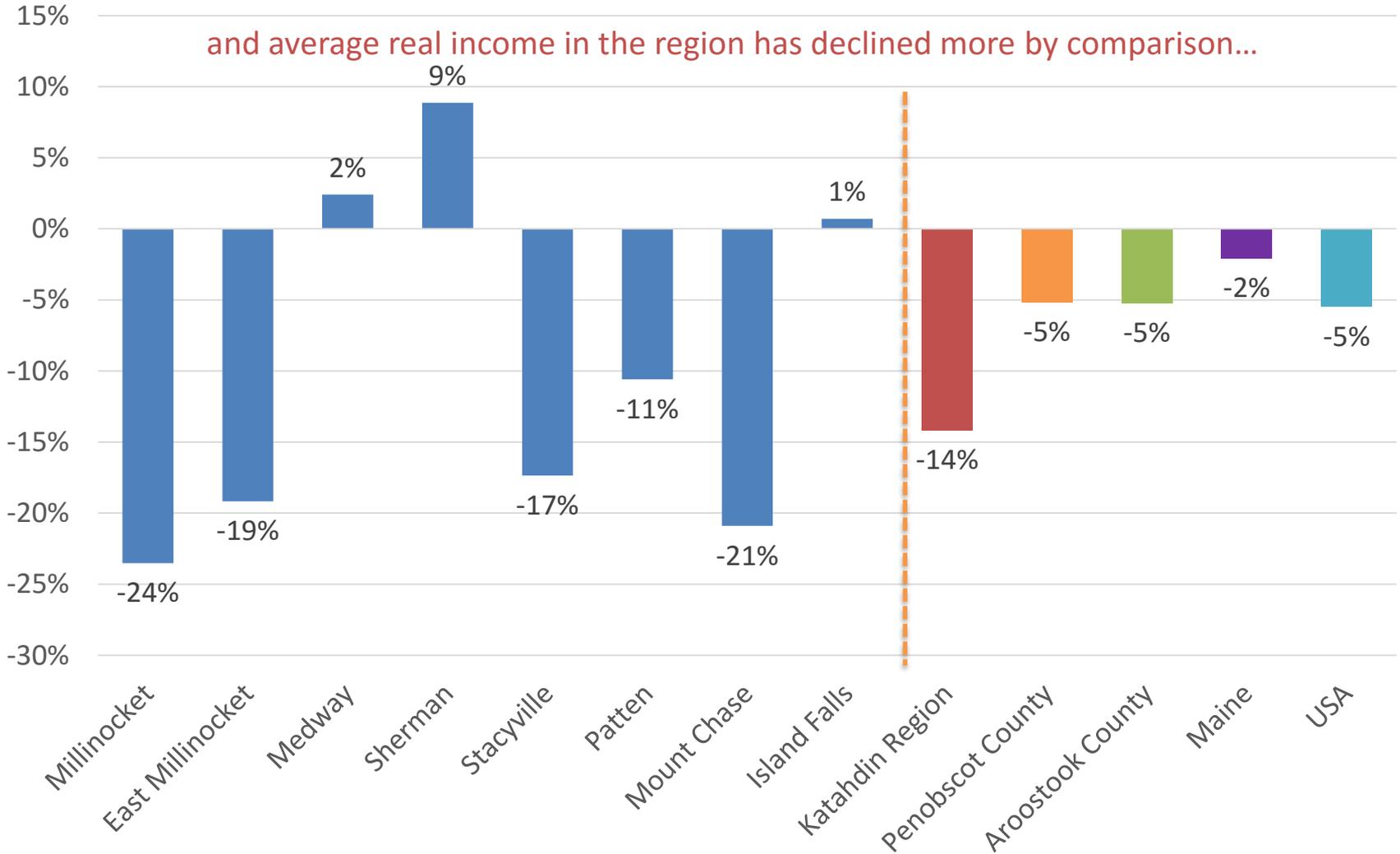
## Median Household Income

Regional household income is comparatively low...

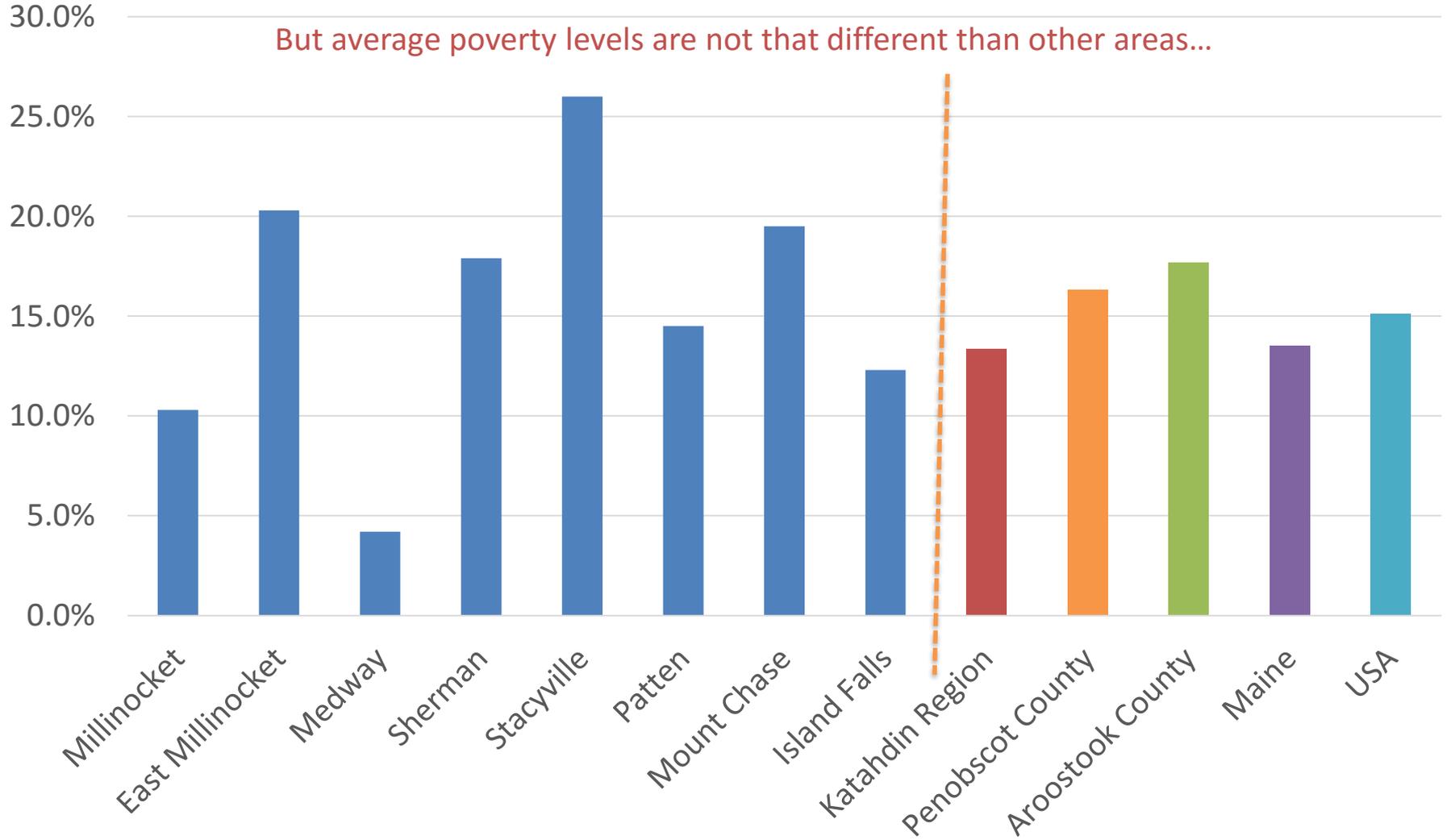


## Change in Median Household Income, 2000-2016

and average real income in the region has declined more by comparison...

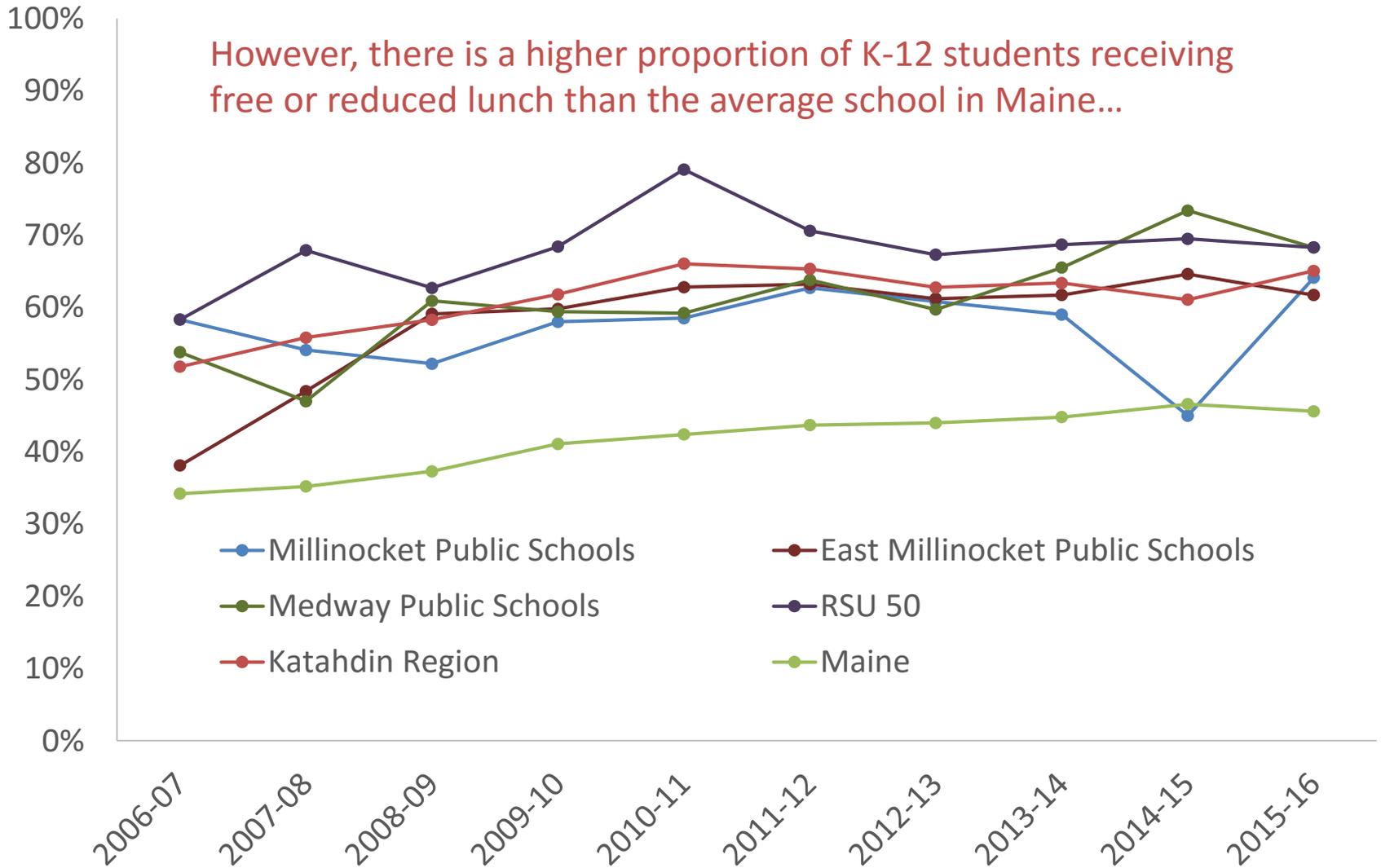


### People Below Poverty Level, 2016



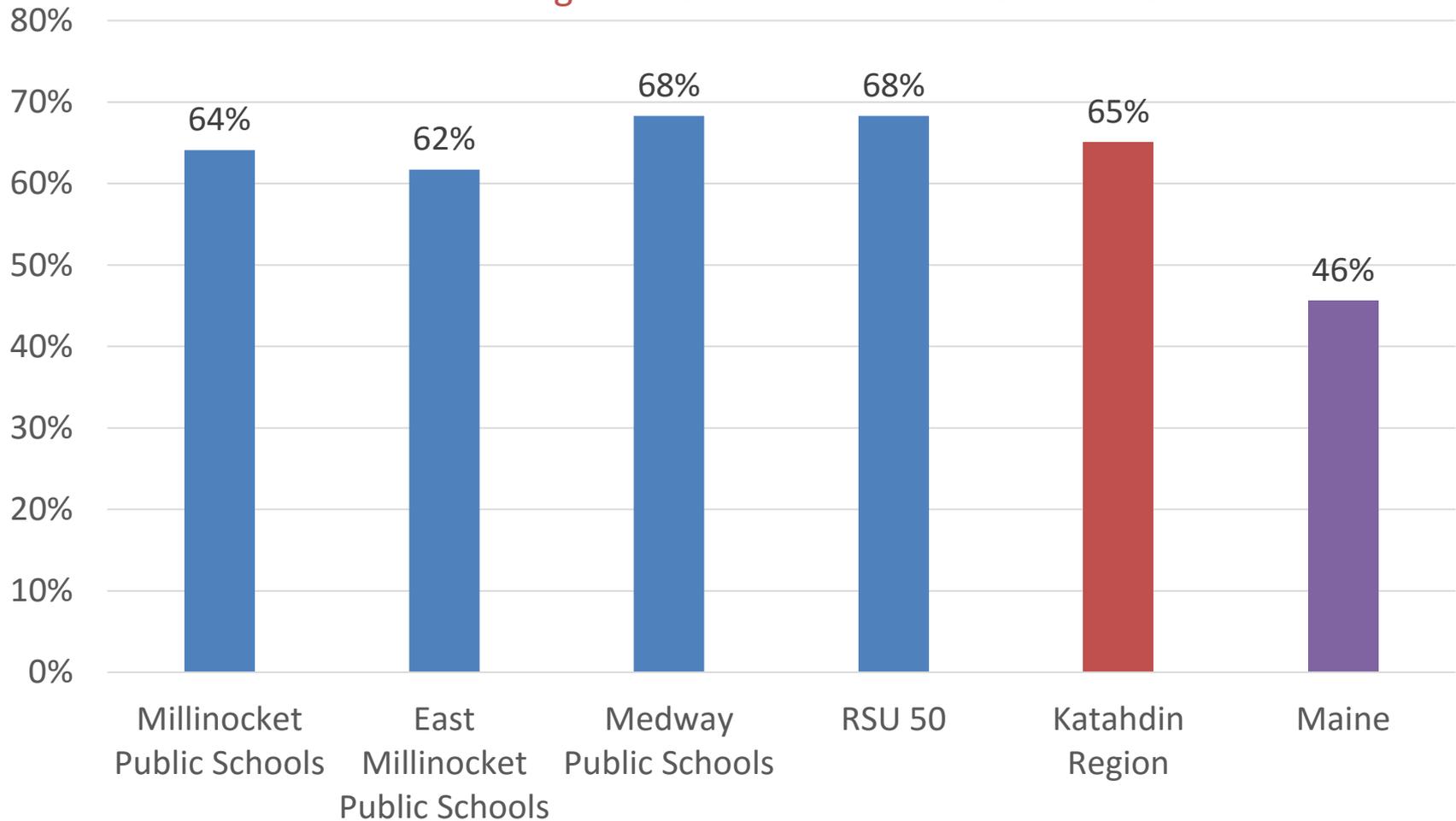
### Students Enrolled in National School Lunch Program (%)

However, there is a higher proportion of K-12 students receiving free or reduced lunch than the average school in Maine...

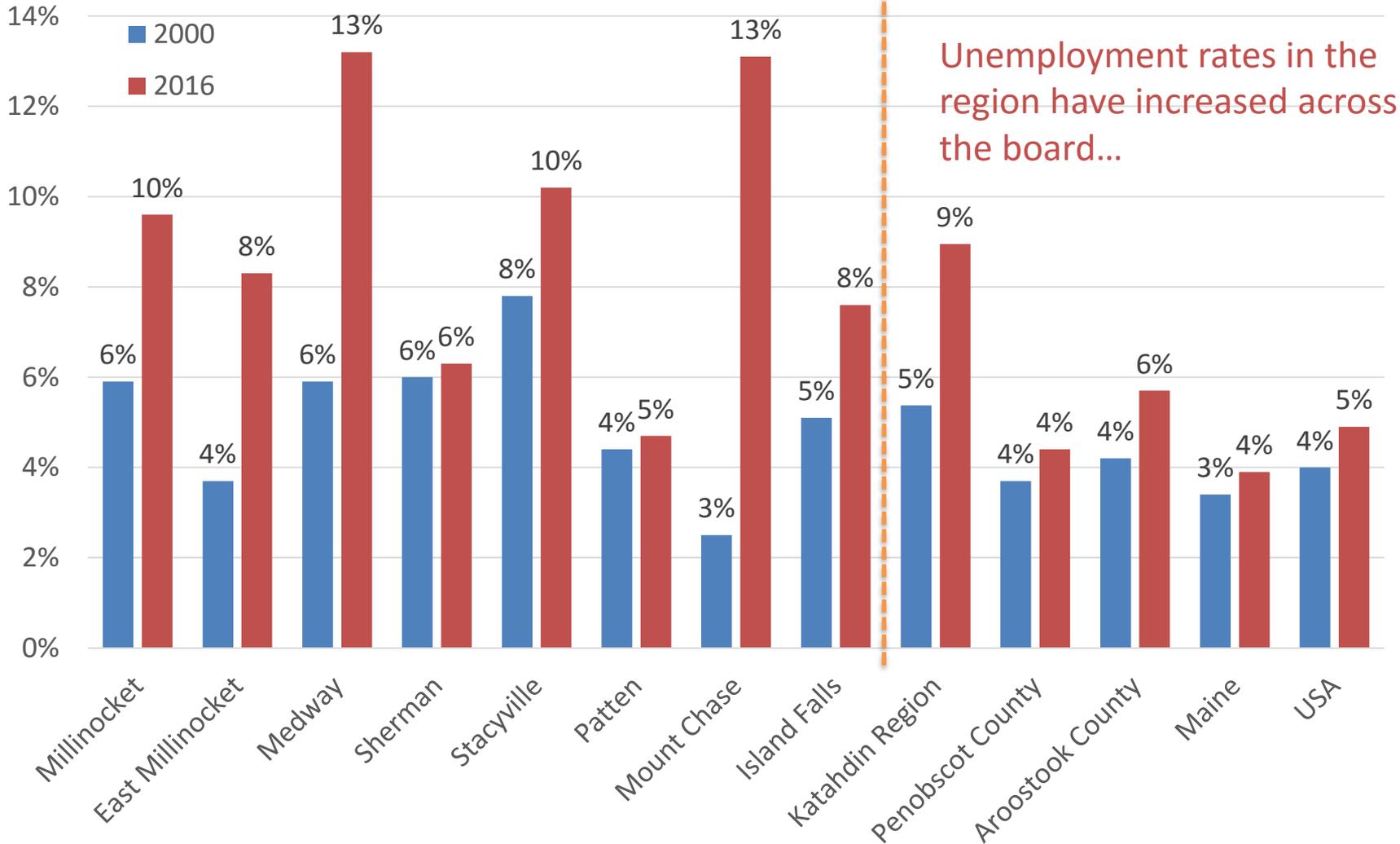


## Students Enrolled in National School Lunch Program 2015-16 school year

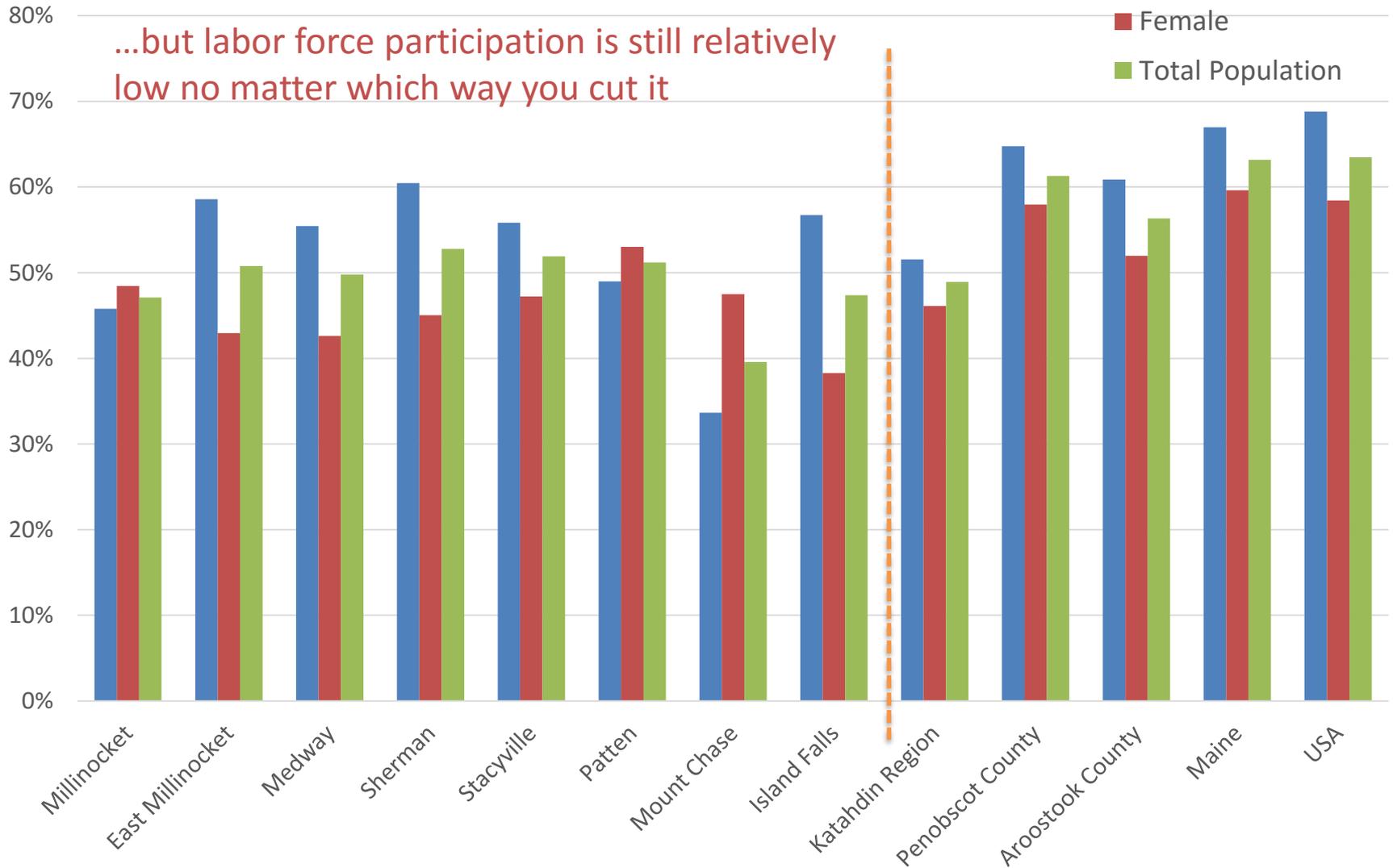
This finding is consistent across school districts...



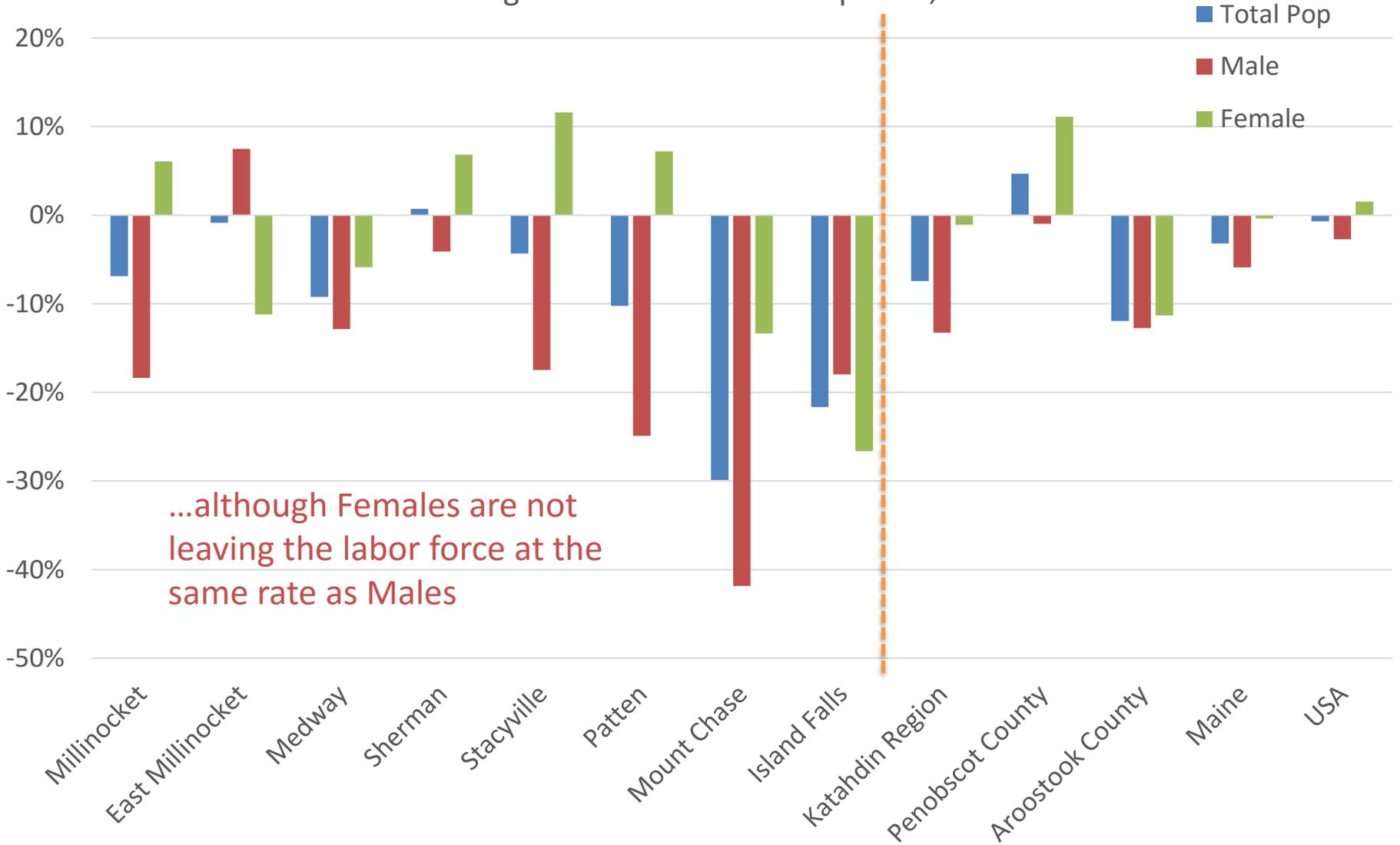
### Unemployment Rate (% Labor Force)



### Labor Force Participation

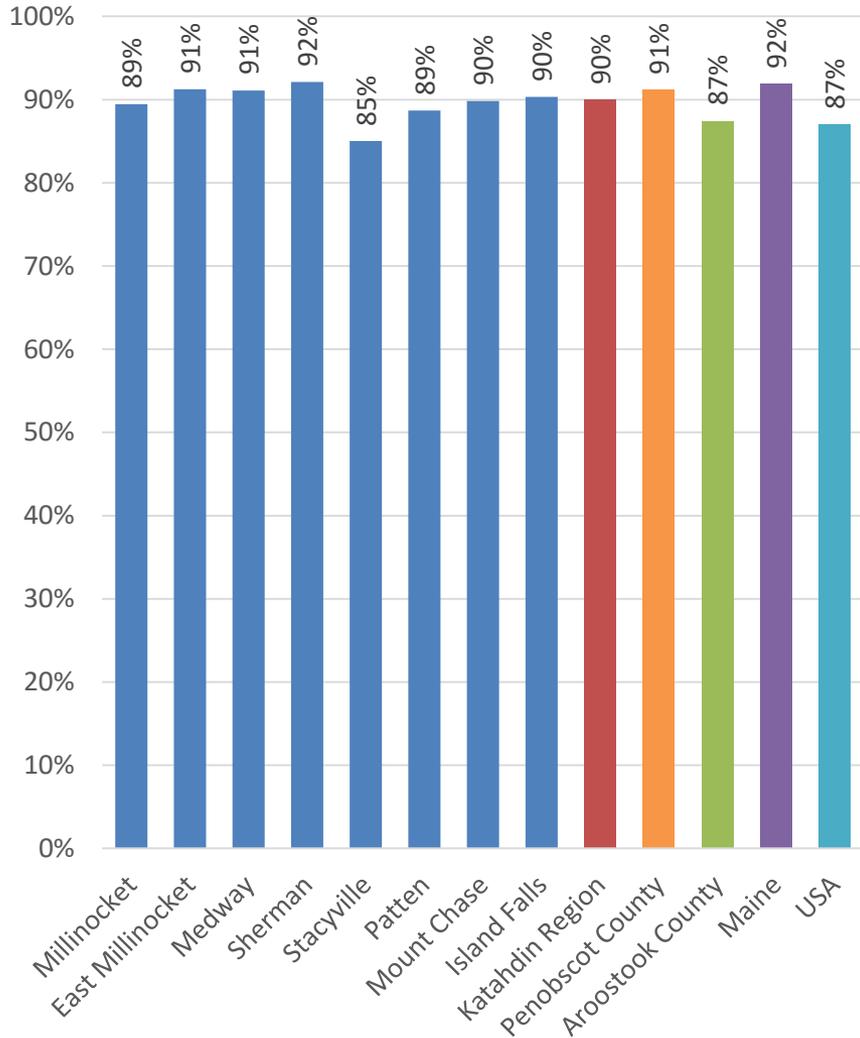


Change in Labor Force Participation, 2000-2016

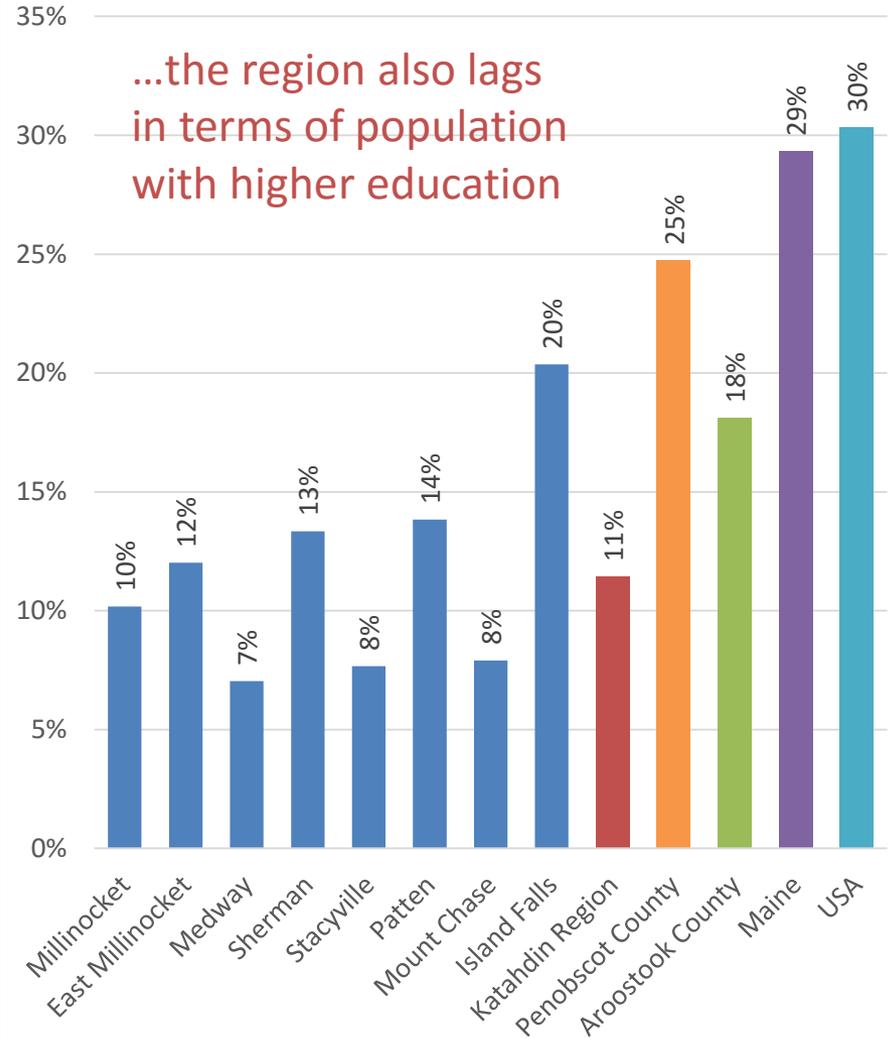


...although Females are not leaving the labor force at the same rate as Males

Educational Attainment: High school graduate or higher

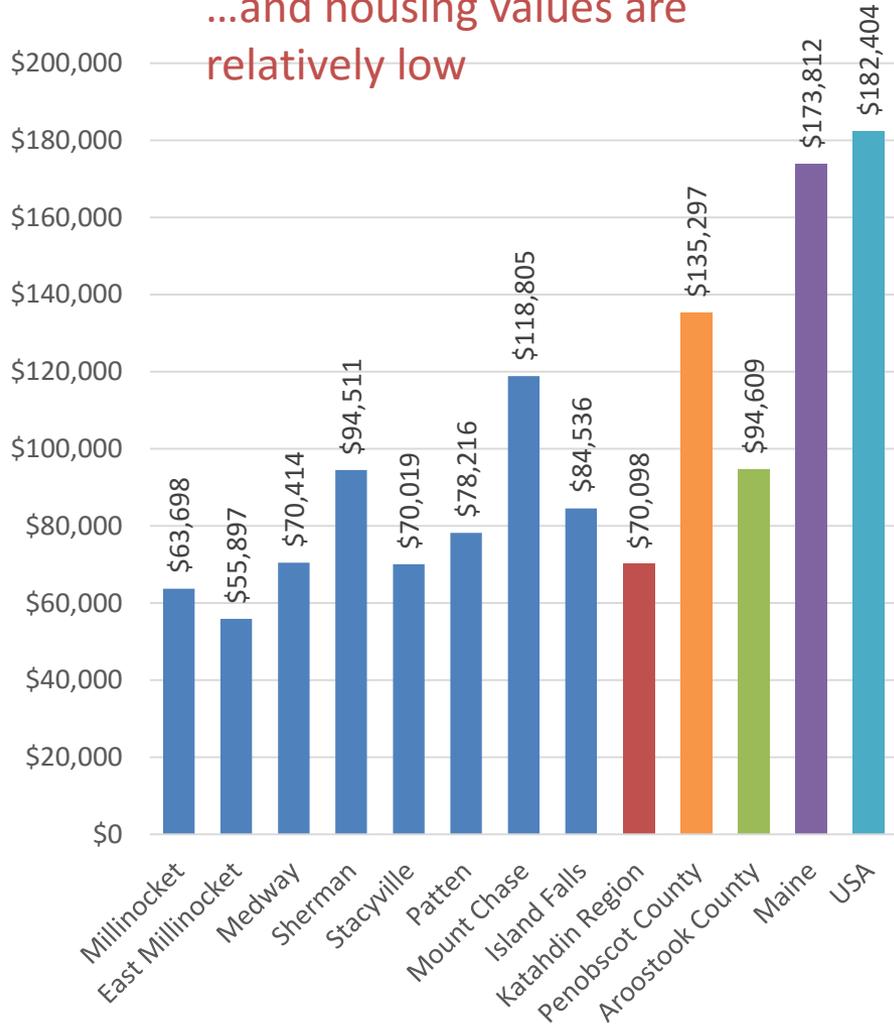


Educational Attainment: Bachelors degree or higher



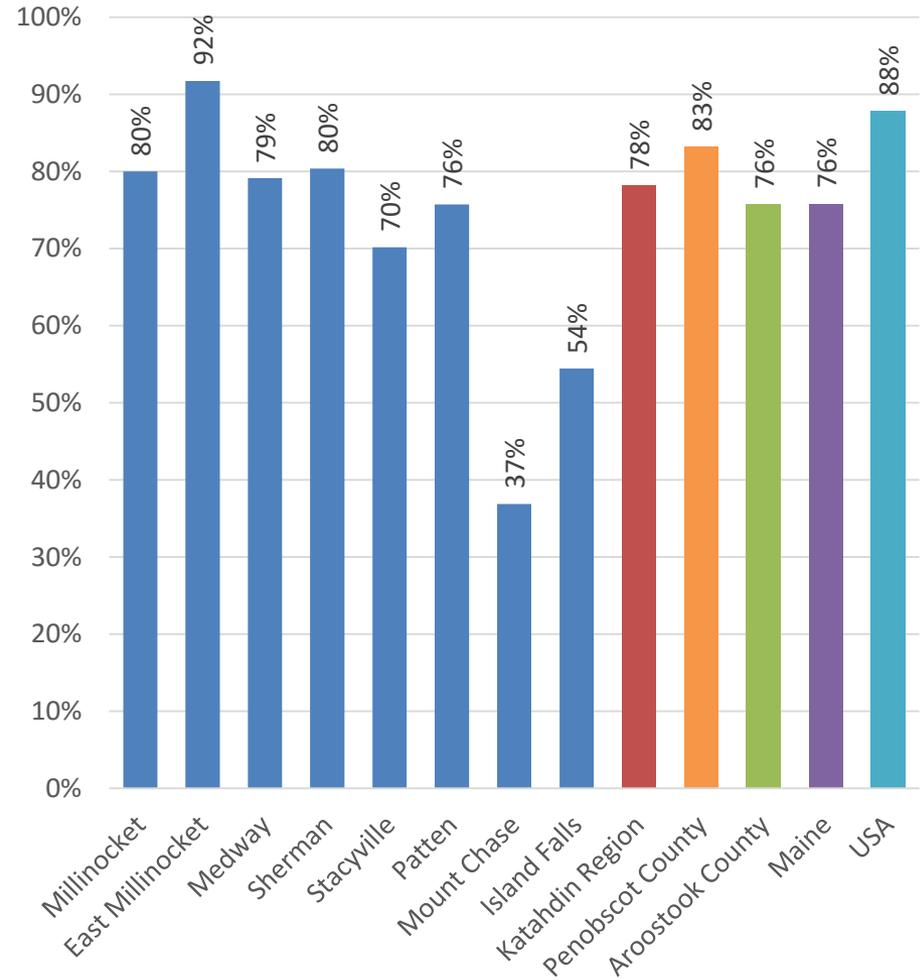
Median House Value, 2016

...and housing values are relatively low

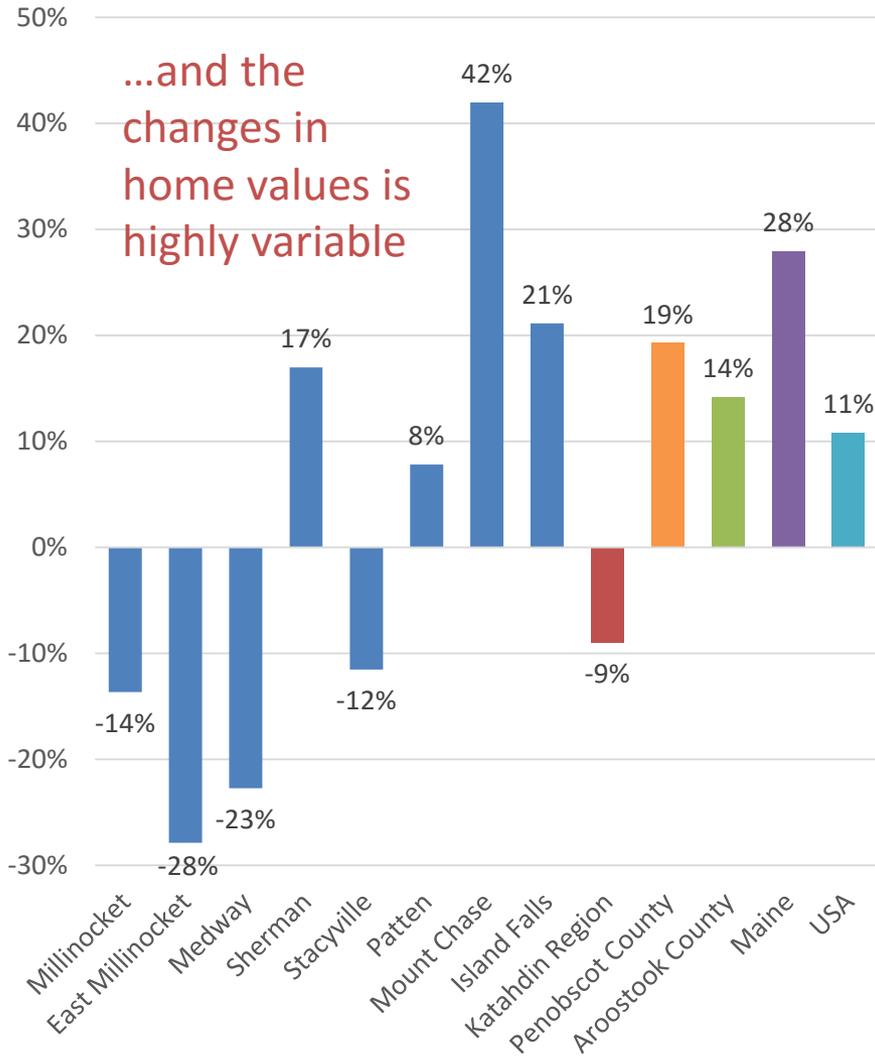


Occupied Housing %, 2016

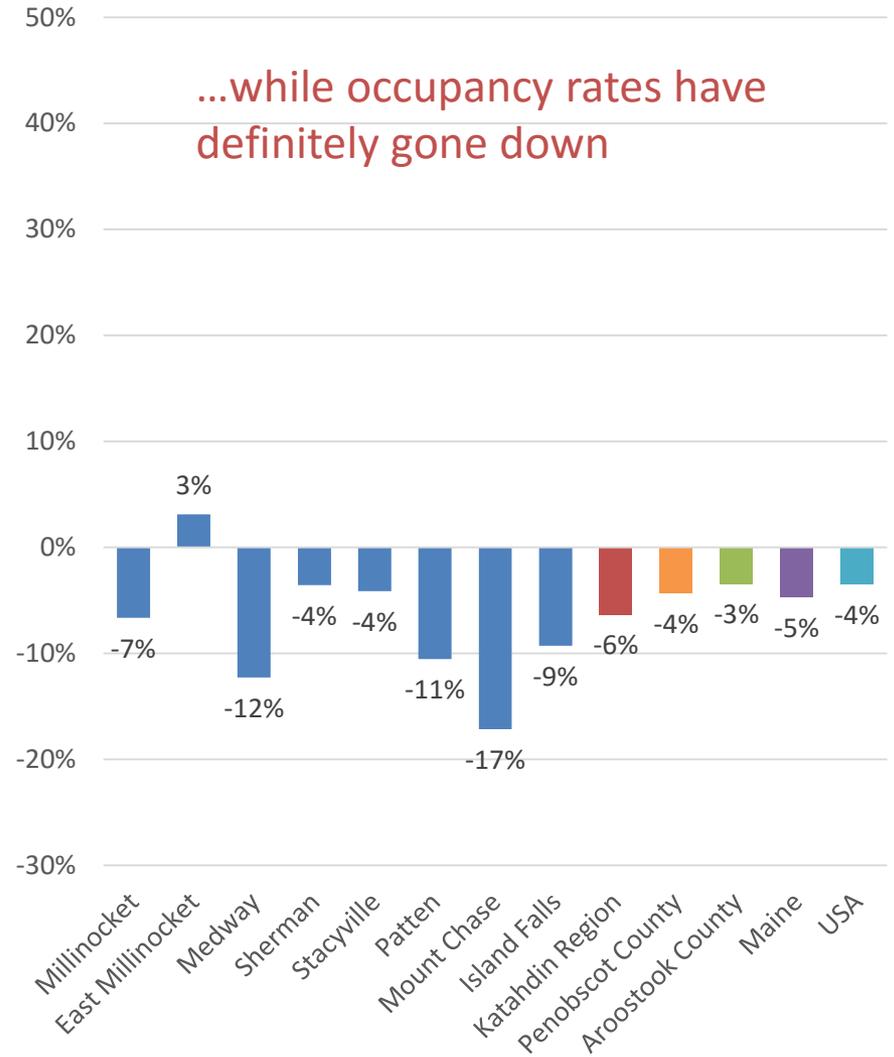
...but occupancy rates are generally high



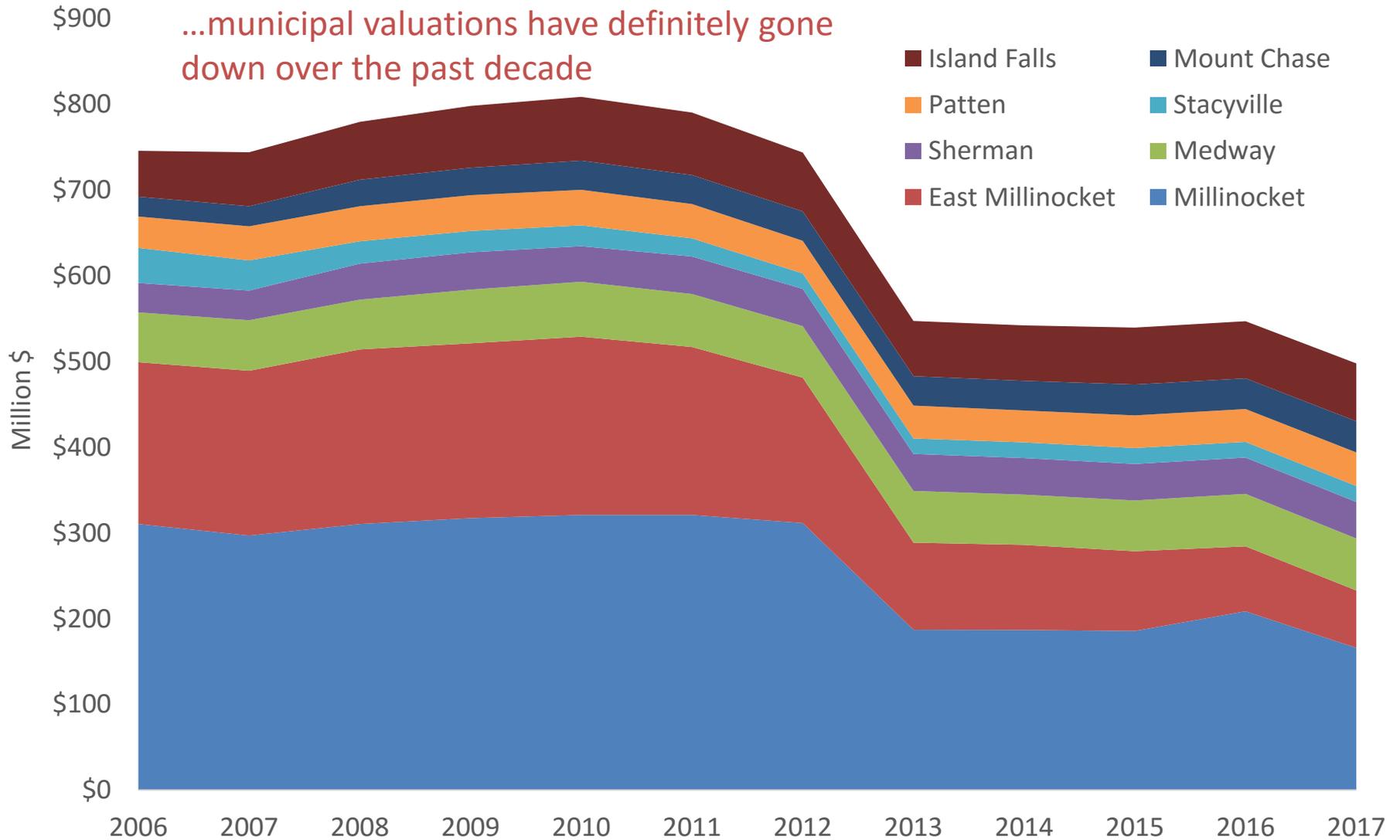
Median Housing Value, 2000-2016 Change



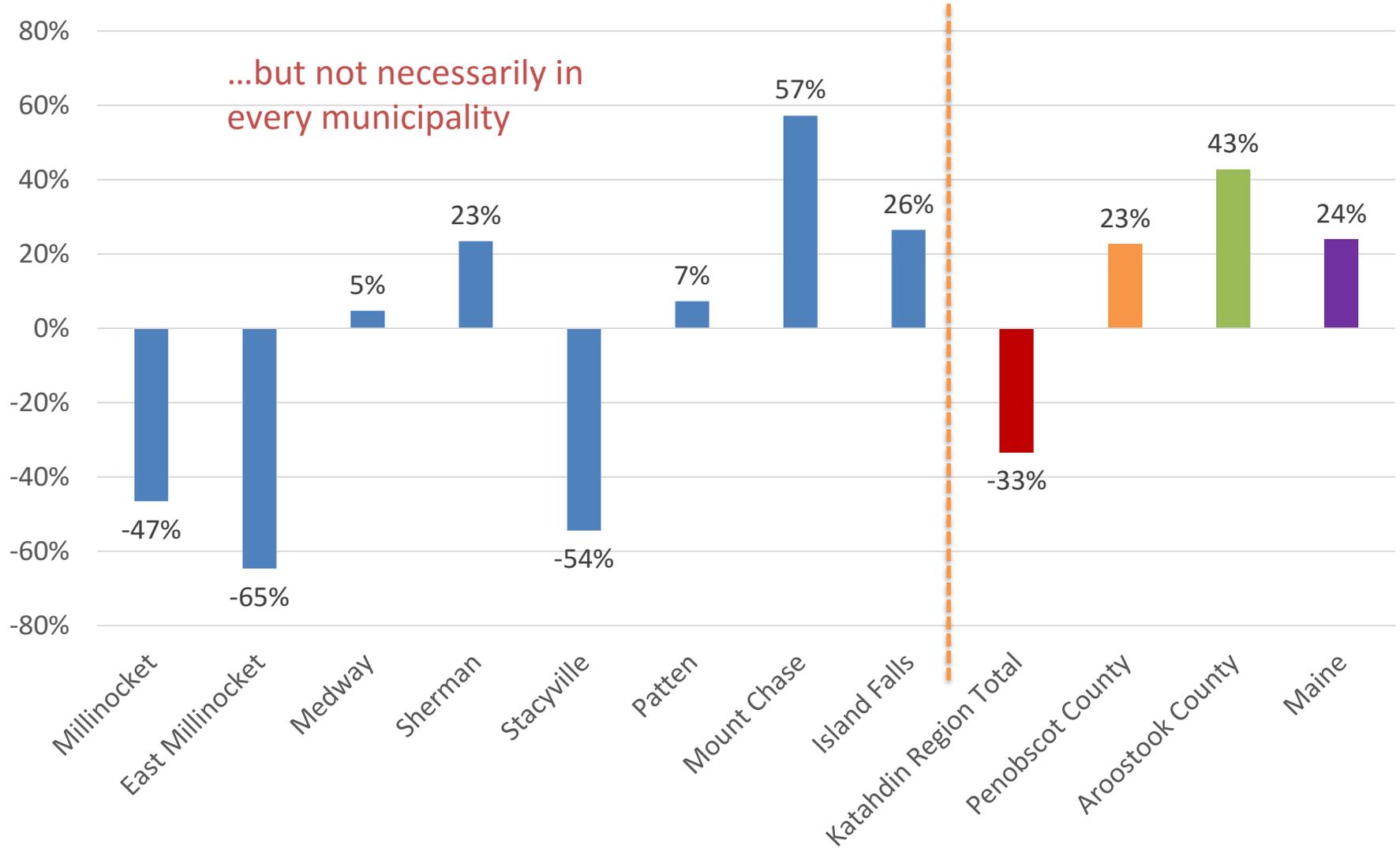
Housing Occupancy Rate, 2000-2016 Change



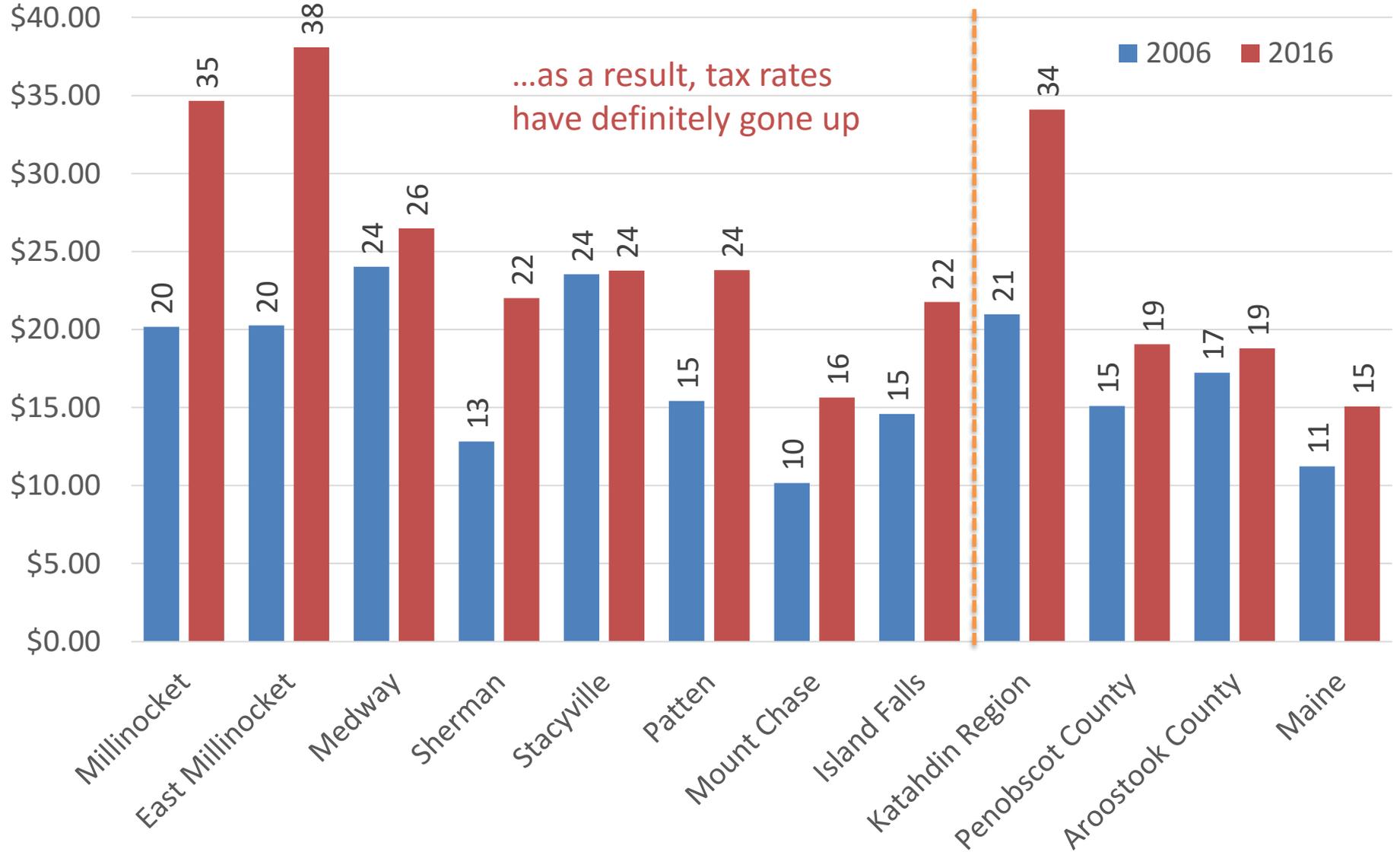
### Katahdin Regional Valuation, 2006-2017



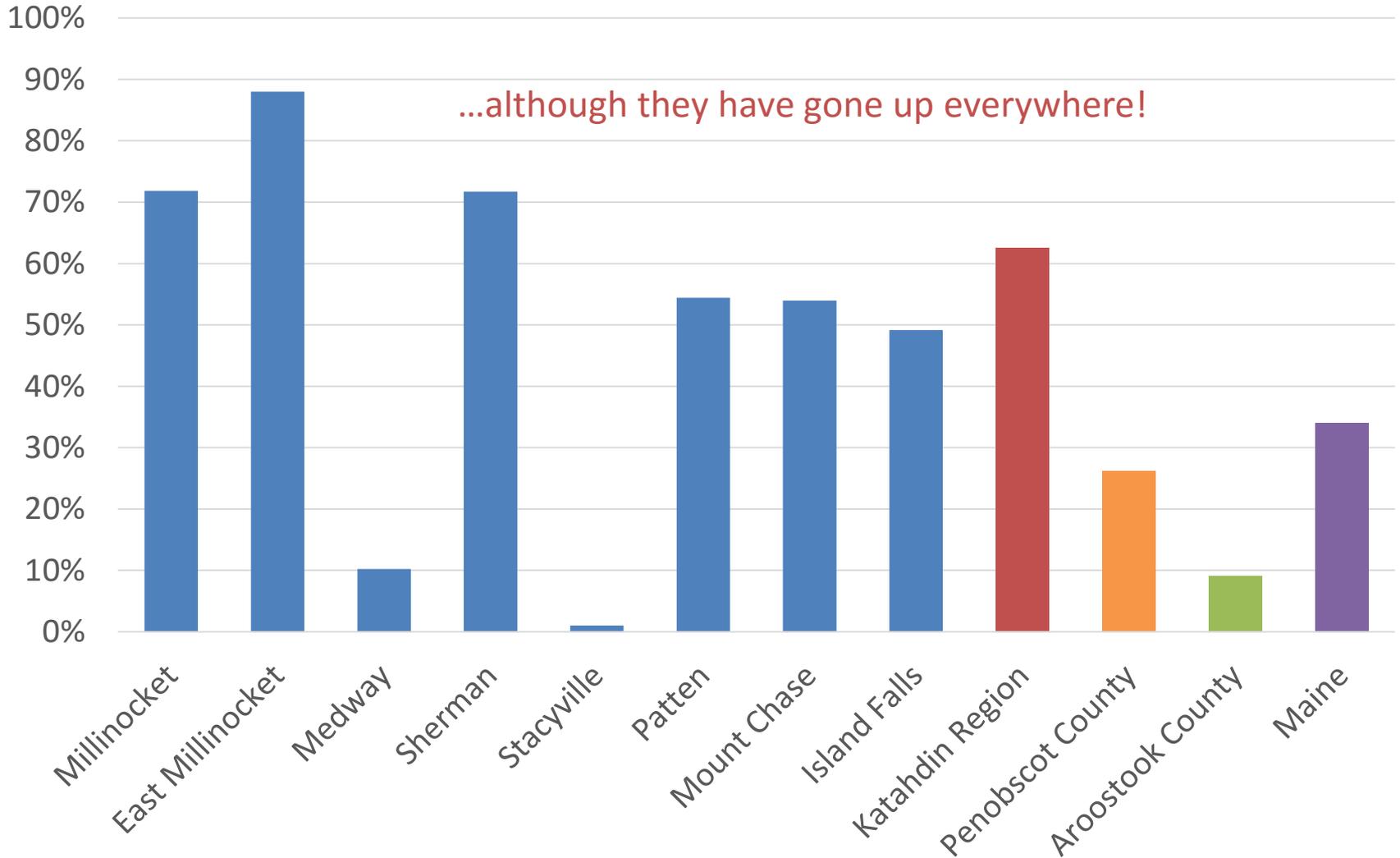
% Change in Valuation, 2006-2017



## Full Value Tax Rates



### % Change in Municipal Tax Rates, 2006-2016



# Regional Indicator Summary - 2016

Description (source)	Katahdin Region	Penobscot County	Aroostook County	Maine	USA
Change in Population, 2010-2016 (1,2)	-1.8%	-0.6%	-4.2%	0.1%	3.2%
Change in Population, 2000-2016 (1,2)	-11.1%	5.6%	-6.1%	4.3%	13.2%
Median Age (2)	50.9	41.6	46.9	44.0	37.7
Education: high school graduate or higher (2)	90%	91%	87%	92%	87%
Education: bachelor's degree or higher (2)	11%	25%	18%	29%	30%
Median Household (HH) Income (2)	\$35,265	\$44,738	\$37,613	\$50,193	\$54,633
Labor Force Participation Rate (2)	49%	61%	56%	63%	63%
Unemployment Rate (3)	9.0%	4.4%	5.7%	3.9%	4.9%
Mean work commute (minutes) (2)	21	22	18	24	26
People below poverty level: Total (2)	13.4%	16.3%	17.7%	13.5%	15.1%
People below poverty level: Under 18 (2)	15.0%	19.7%	23.7%	17.9%	21.2%
People below poverty level: 65 and older (2)	9.2%	9.0%	12.1%	8.9%	9.3%
Median house age (2)	1961	1973	1972	1973	1976
Median housing value (2)	\$70,098	\$135,297	\$94,609	\$173,812	\$182,404
Property Tax Rate (4)	29.3	19.1	18.8	15.1	N/A

*(1) US Census Bureau, Decennial Census; (2) US Census Bureau, American Community Survey, 5-year estimates; (3) Maine Department of Labor, Center for Workforce Research and Information; (4) Maine Revenue Service, Property Tax Division*

# Regional Economic Resilience Indicators

2010

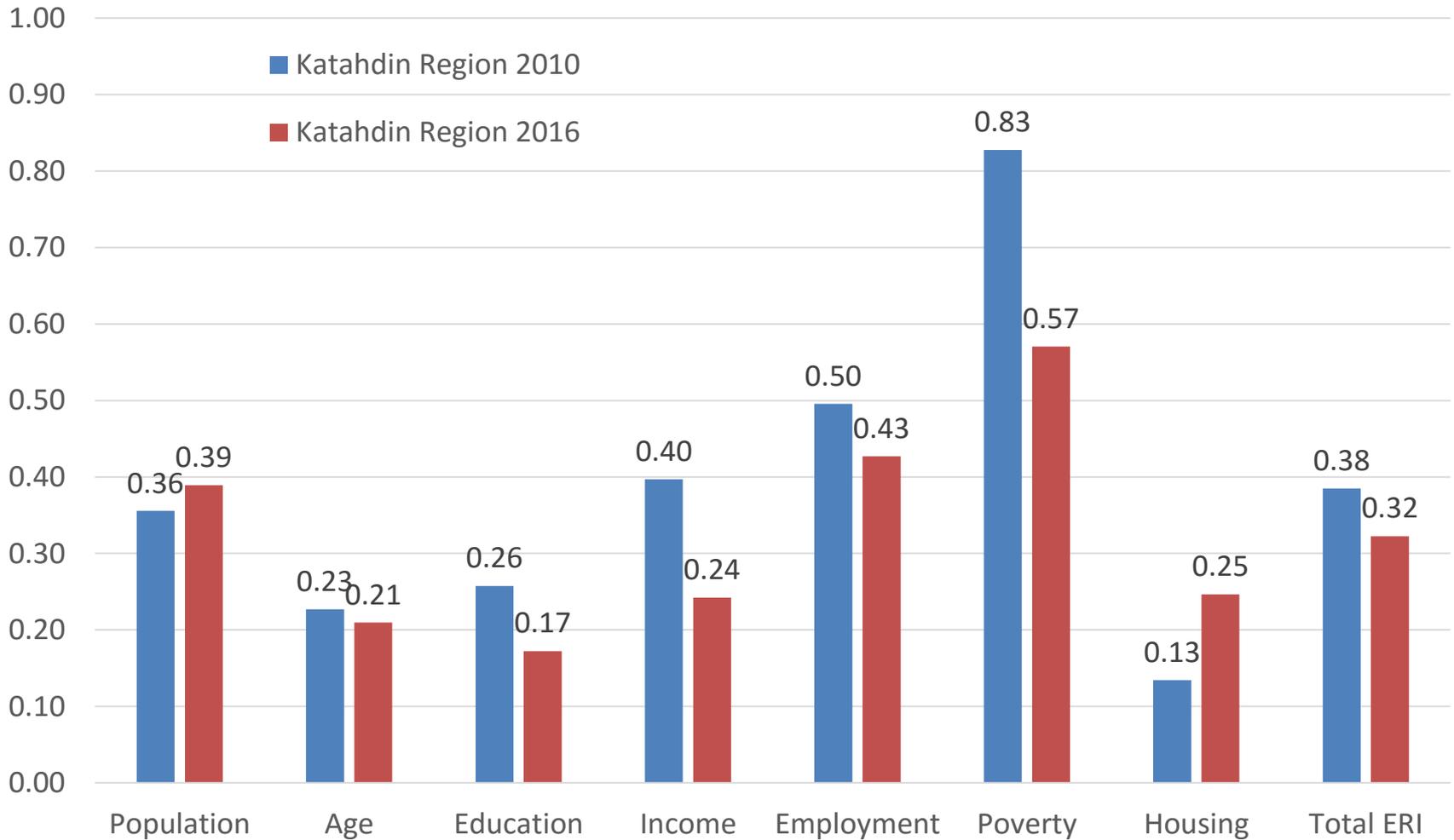
Description (source)	Katahdin Region	Penobscot County	Aroostook County	Maine	USA
Population Change	0.36	0.93	0.59	0.85	1.00
Median Age	0.23	0.82	0.46	0.63	1.00
Education	0.26	0.76	0.38	0.93	1.00
Income	0.40	0.65	0.42	0.81	1.00
Employment	0.50	0.86	0.91	1.00	0.93
Poverty	0.83	0.80	0.82	0.87	0.84
Housing and Property Tax	0.13	0.60	0.44	0.94	0.89
Total Economic Resilience Indicator	0.38	0.78	0.57	0.86	0.95

# Regional Economic Resilience Indicators

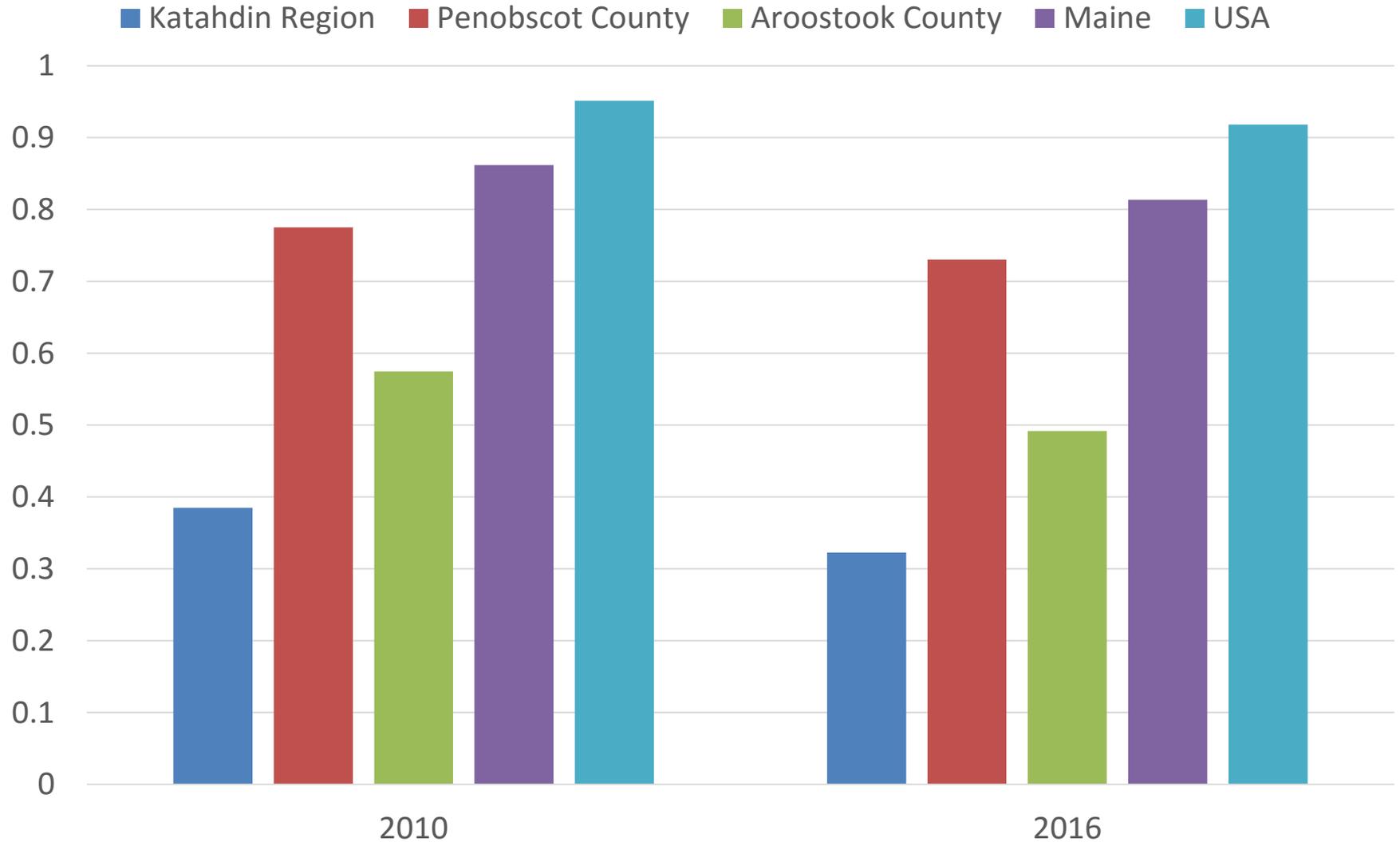
## 2016

Description (source)	Katahdin Region	Penobscot County	Aroostook County	Maine	USA
Population Change	0.39	0.81	0.52	0.78	1.00
Median Age	0.21	0.77	0.45	0.62	1.00
Eductation	0.17	0.78	0.48	0.96	1.00
Income	0.24	0.61	0.33	0.83	1.00
Employment	0.43	0.93	0.75	1.00	0.95
Poverty	0.57	0.48	0.34	0.55	0.48
Housing and Property Tax	0.25	0.73	0.57	0.96	1.00
Total Economic Resilience Indicator	0.32	0.73	0.49	0.81	0.92

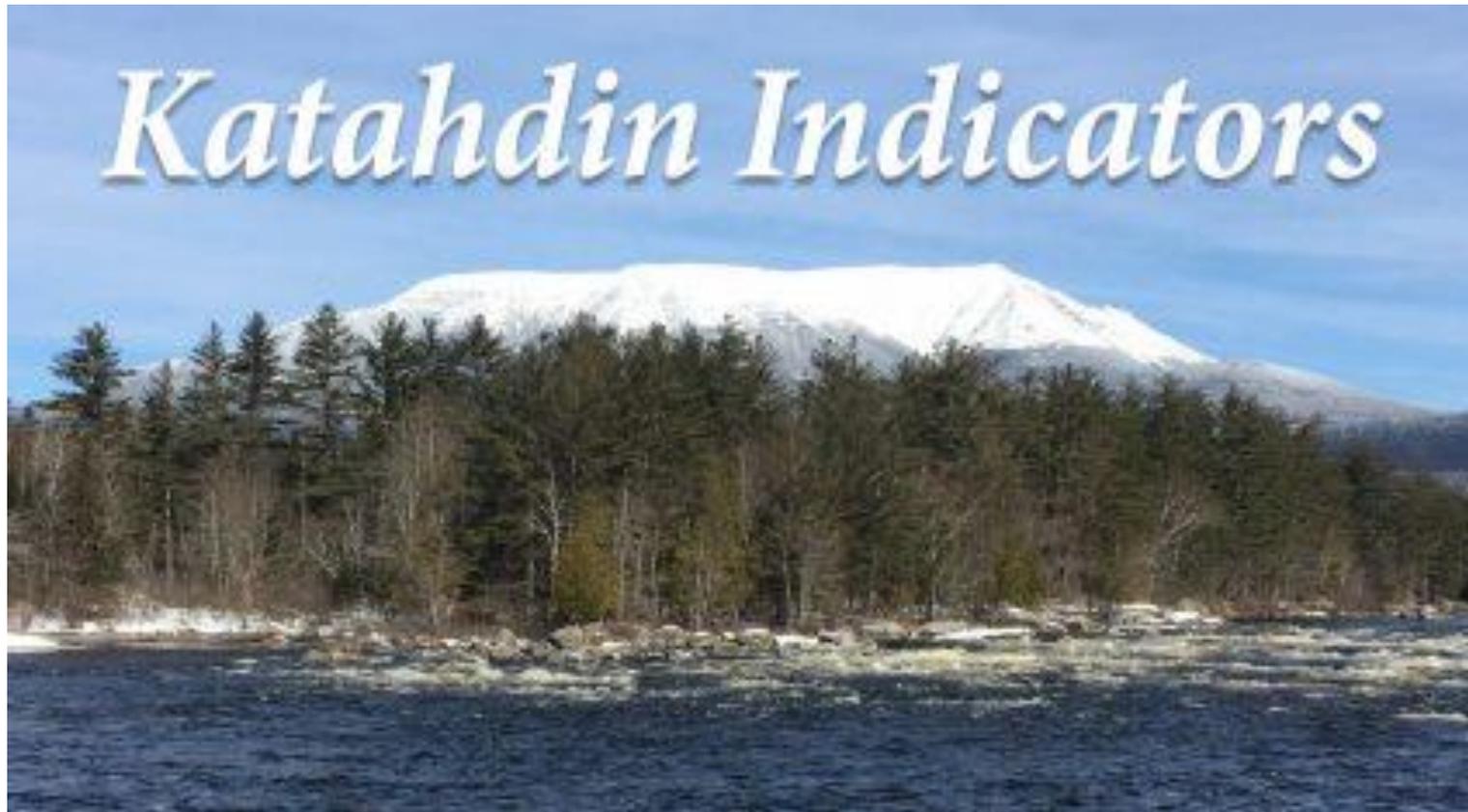
## Katahdin Region Economic Resilience Indicators 2010 v 2016



### Economic Resilience Indicators 2010 v 2016



**Thanks...Want to know more?**



<https://umaine.edu/mitchellcenter/katahdin-indicators/>

# Additional Slides

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# Examples of other Communities

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Bucksport, ME: Paper → Freshwater Salmon “Farm”?



Bucksport, ME: Paper → Freshwater Salmon “Farm”



Cuyana County, MN :  
Mining → Mountain Biking



Oakridge, OR:  
Lumber → Mountain Biking



New River Gorge, WV: Mining → Outdoor Rec



Leavenworth, WA: Logging → Bavarian Village

# Summary

- **‘Resilience’** concept has been around for decades, but definitely an emerging **buzz word in the rural development space**
- Regional **quantitative indicators look poor** compared to other areas of the state or US, but residents know this
- Resident survey indicated that there are definitely some **issues in the community**, but most who are still there indicate that it is a **great place to live, work, and play**
- Options for economy to rebound and **forest products and recreation industries to co-exist**. Just need to continue having the community rally around both sectors.

# What's Next?

1. **Compare indicators** with other natural-resource dependent communities of Maine and US
2. Conduct **statistical analysis** to identify which indicators have most weight for rural natural resource dependent communities
3. **Train stakeholder partners** to update indicators and administer survey for future data collection and analysis

# Qualitative Survey

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# Methods

- Administered June-Sept 2018
- Internet-based w/paper copy upon request
- Postcard with info sent to all households (~3,600)
- Approximately 15 minutes to complete
- Predominantly Likert-scale questions about community perception
- Some open ended Qs about what works and what doesn't

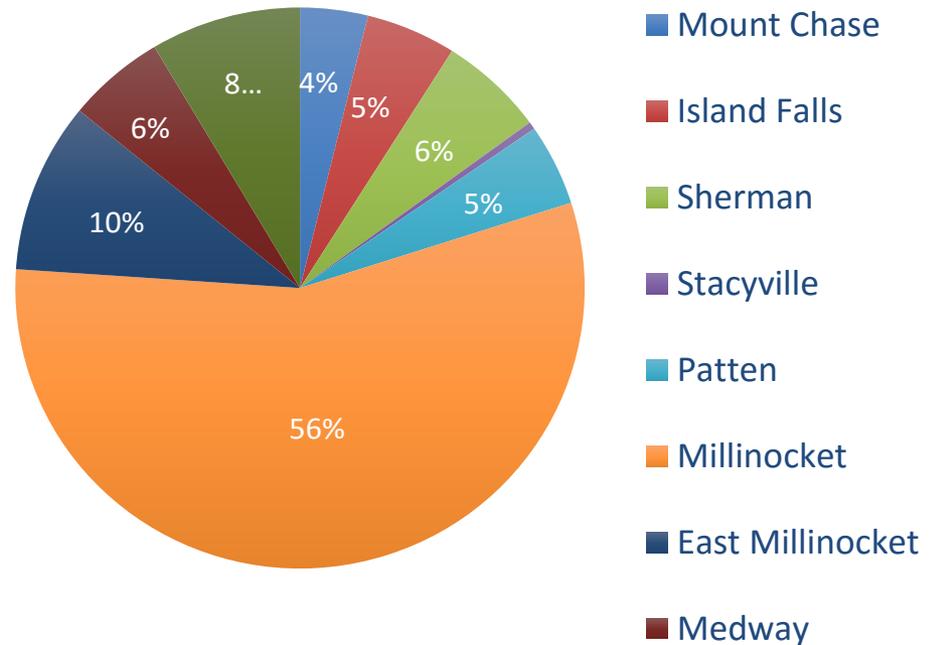
# Key Questions

- Q1 - The following list includes community characteristics that are possible descriptions of your town...
- Q2 - The following list includes services and opportunities that are possibly available in your town...
- Q3 - The following questions are on how prepared and able you believe your town is to react to economic downturns or natural disasters...
- Q4 - There have been a number of major changes to the economic use and development of resources in the Katahdin Region over the past decade...
- Q5 - The following questions are intended to better understand how you and your family live, as well as some of your personal beliefs.

# Survey Response (N = 248)

- *Median Age: 60 years*
- *Median time in Region 41.5 years*
- *56% of respondents reported that they were from Millinocket*
- *49% of respondents have at least a 4-year college degree*
- *Median reported income of about \$50,000/yr*

What town in the Region do you currently reside?  
 (N=248)



## Statements that were overwhelmingly **positive**

- I will always call the Katahdin Region **my home**.
- I feel a **sense of belonging** in my town
- I am **proud to live** in my town
- People in my town **help each other**
- I am not **resistant to change** in my town.
  
- My town has **outstanding natural features**
- People have easy **access to natural resources**
- People have easy **access to public land**

**75%+ agree or  
strongly agree**

## Statements that were overwhelmingly **positive**

- I am supportive of **new businesses**
- My town has **unique economic opportunities**
- Seeing more businesses and **activity in my town center** is important to me.
- **Broadband high speed internet** is instrumental to the future prosperity of my town.
- A **healthy forest products sector** in the Katahdin Region is important to my town's well-being.
- **Outdoor recreation and tourism** is important to the economic future of my town.

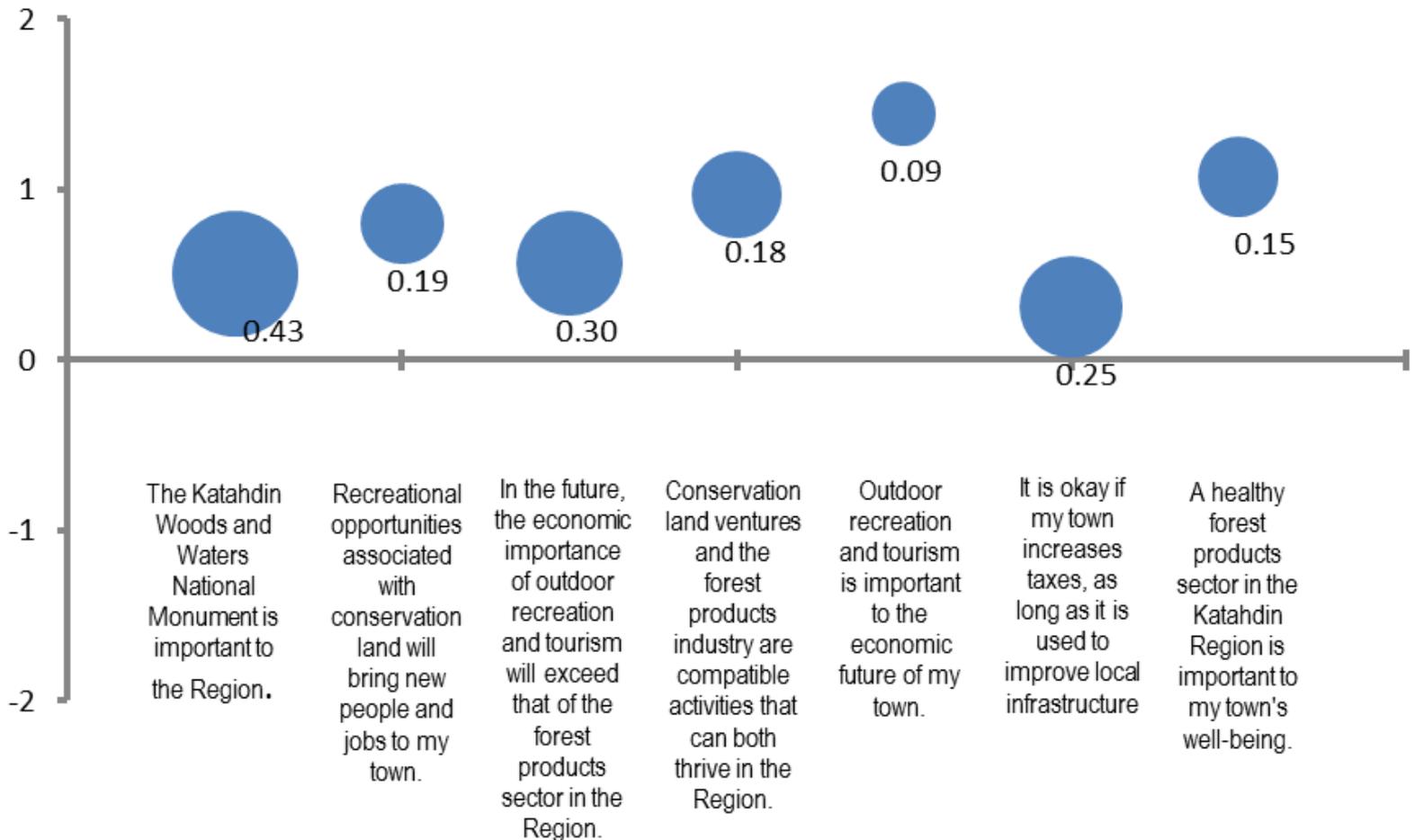
# Statements of room for improvement

- There are **high rates of drug/alcohol abuse** in my town
- **I cannot purchase most of what I need** in my town.
- My town is **not prepared for future economic downturns**
- My town does **not have the financial resources** to solve its problems
- There are **not good work opportunities** available to people who live in my town
- I am concerned about the **quality of education available** to children in my town.
- I am concerned about my town's **ability to attract young people**
- I am concerned about **people leaving my town** to live elsewhere.
  
- **My town is not better off today than it was 20 years ago**

# Is there **potential for conflict** for some issues related to economic development?

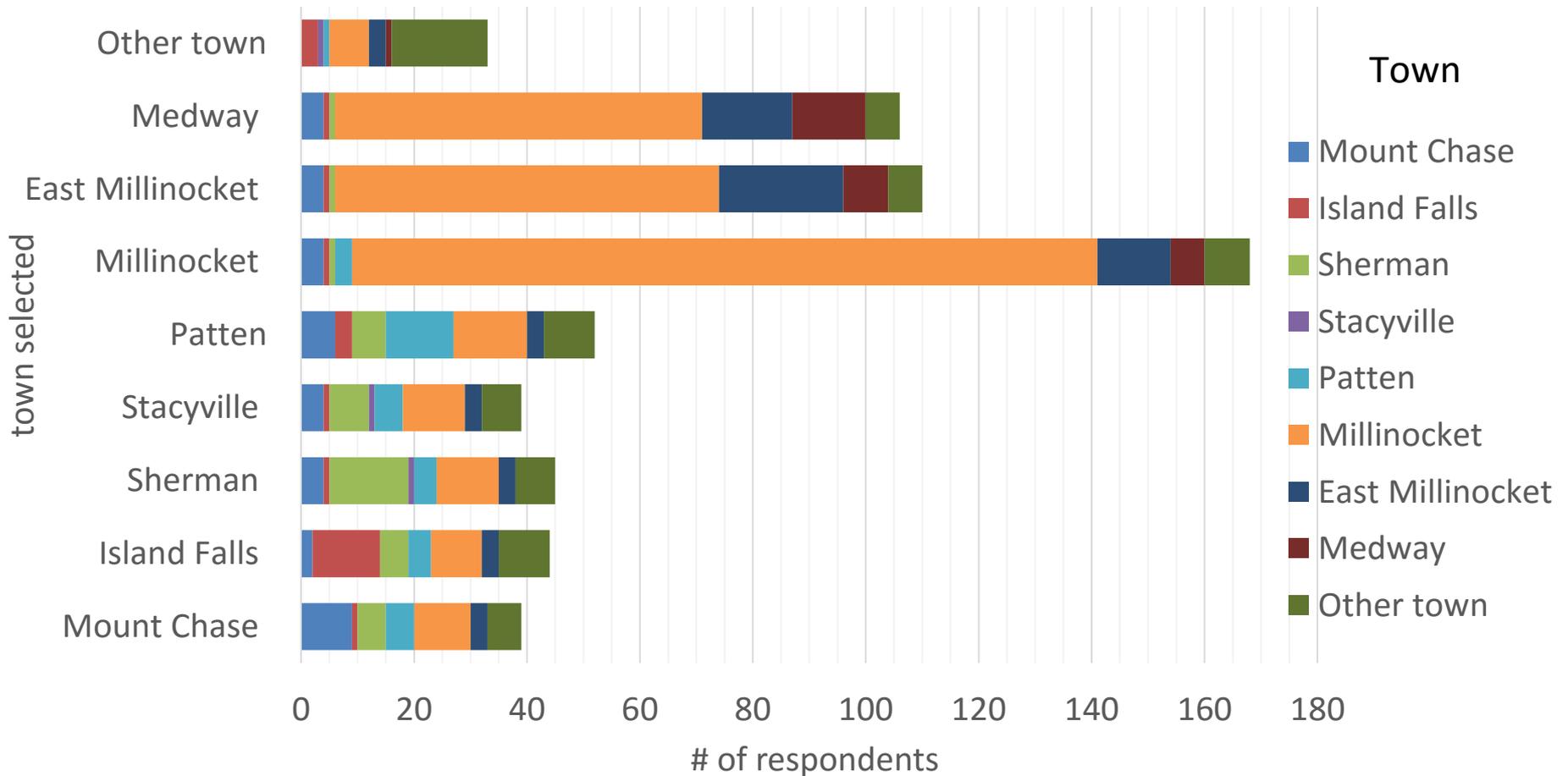
## Katahdin Region Economic Development - PCI

Strongly Agree



Strongly Disagree

Q6 - Please select which towns in the Katahdin Region that you consider part of your 'community': (Please select all that apply):



Q6 - Please select which towns in the Katahdin Region that you consider part of your 'community': (Please select all that apply):

		Please select which towns in the Katahdin Region that you consider part of your 'community'								
		Mount Chase	Island Falls	Sherman	Stacyville	Patten	Millinocket	East Millinocket	Medway	Other town
What town in the Katahdin Region do you currently reside?	Mount Chase	100%	22%	44%	44%	67%	44%	44%	44%	0%
	Island Falls	8%	100%	8%	8%	25%	8%	8%	8%	25%
	Sherman	36%	36%	100%	50%	43%	7%	7%	7%	0%
	Stacyville	0%	0%	100%	100%	0%	0%	0%	0%	100%
	Patten	42%	33%	33%	42%	100%	25%	0%	0%	8%
	Millinocket	8%	7%	8%	8%	10%	99%	51%	49%	5%
	East Millinocket	13%	13%	13%	13%	13%	57%	96%	70%	13%
	Medway	0%	0%	0%	0%	0%	46%	62%	100%	8%
	Other town	30%	45%	35%	35%	45%	40%	30%	30%	85%
	<b>Total</b>	<b>16%</b>	<b>19%</b>	<b>19%</b>	<b>17%</b>	<b>22%</b>	<b>70%</b>	<b>45%</b>	<b>43%</b>	<b>14%</b>

Results indicate there is a clear division between towns in the North and Southern areas of the Katahdin Region



