

CHAPTER 1 Issues and Opportunities for Comprehensive Planning in the Village of Plover

66.1001(2)(a) Wis. Stat.:

Issues and Opportunities element. Background information on the local governmental unit and a statement of overall objectives, policies, goals and programs of the local governmental unit to guide the future development and redevelopment of the local governmental unit over a 20-year planning period. Background information shall include population, household and employment forecasts that the local governmental unit uses in developing its comprehensive plan, and demographic trends, age distribution, educational levels, income levels and employment characteristics that exist within the local governmental unit.

The purpose of a comprehensive planning program is to promote orderly and beneficial development, helping to create a community that offers residents a more attractive, efficient, and “resident-friendly” environment in which to live. Such an environment can be realized in part by creating a financially sound governmental structure, providing good schools, a variety of community facilities and services, efficient land use and transportation systems, and encouraging sufficient employment opportunities and adequate, affordable housing.

The planning process involves understanding the various physical, economic, and social issues within the Village. It examines where the Village has been, where it is now, what goals or targets the community hopes to achieve, and what actions are necessary to reach these goals. A successful planning program can provide the direction needed to manage future growth by offering guidelines to government leaders, private enterprise, and individuals so that Village development-related decisions are sound, practical and consistent.

Section 1.1 Brief History and Description of the Planning Area

The Village of Plover is located along the Wisconsin River in central Portage County, south and directly adjacent to the Village of Whiting and the City of Stevens Point, 16 miles northeast of Wisconsin Rapids via State Trunk Highway (STH) 54, and 37 miles south of Wausau via Interstate Highway 39 (Figure 1.1). Portions of United States Business Highway (USBH) 51, and County Roads (Cty Rds) B and HH are also located within the Village boundaries.

Although it is only thirty years into its most recent incorporation, Plover as a Village has had a long history. In 1857 it became the first incorporated municipality in Portage County. After the Village lost the County seat to Stevens Point in 1868, it reverted to Town status. Plover was incorporated again in 1912, but once more reverted to town status in 1931 when economic problems set in.

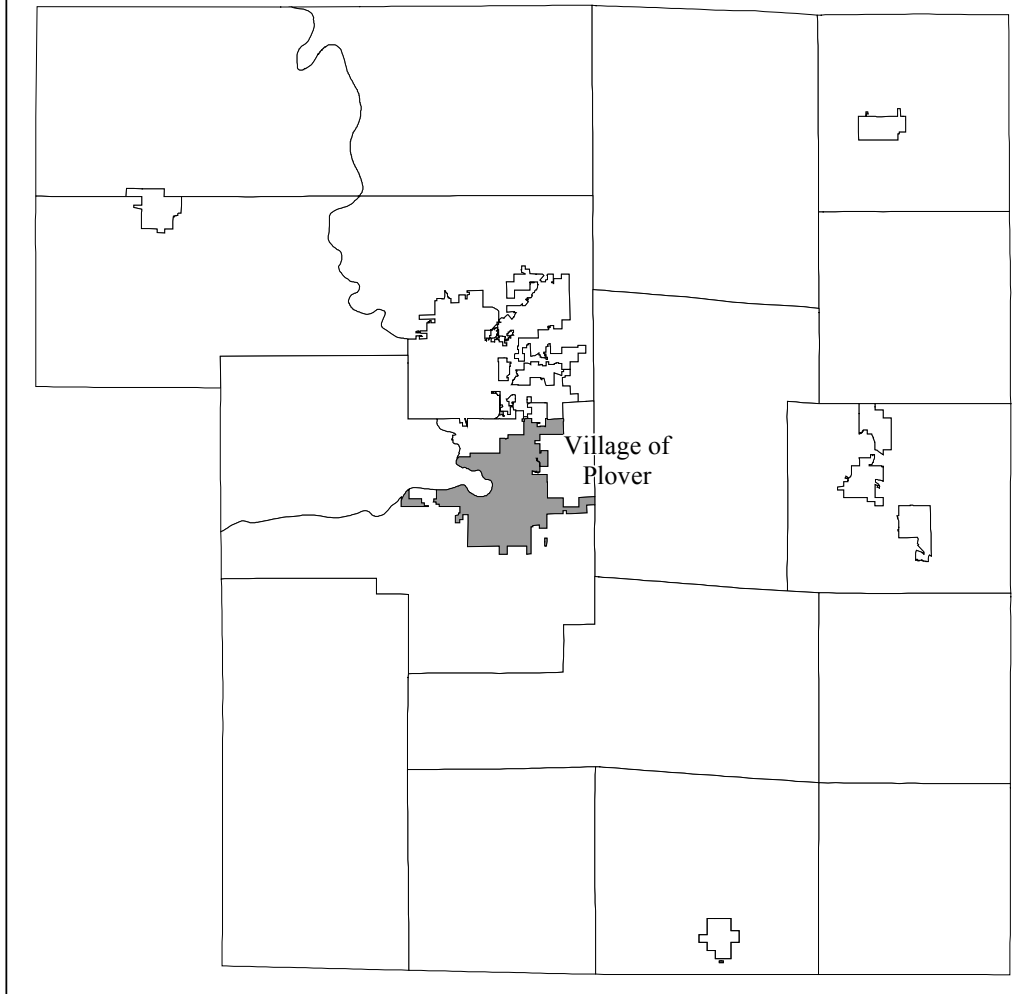
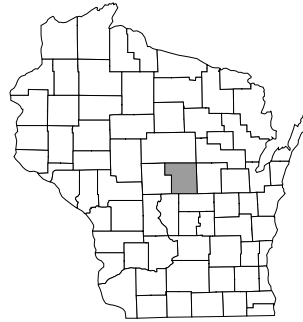
Burgeoning agricultural, industrial and residential growth led Plover to attempt resurrecting the Village, beginning in 1965. The first attempt reached the referendum stage and was defeated. A second attempt took place in 1970 and failed because the State Director of Local and Regional Planning objected to the proposed size of the Village (approximately 12.5 square miles). After paring the size of the proposed Village to 6.5 square miles, Plover was able to gain local and State approval and officially became a Village on September 28, 1971, with an estimated population of 2,618. In November 1971, Milvern (Stub) Jacklin was elected as the first Village

Village of Plover

Portage County, Wisconsin

Figure 1.1

Population 2000: 10,520
Area: 9 square mile



President. Today, the Village of Plover occupies approximately 5,760 acres (9 square miles) and operates under a Village President/Trustee system of government.

The Village of Plover has experienced a period of rapid change since 1971, and growth will continue to affect the community over the next twenty years. By the year 2020, just over 16,000 people are projected to be living in the Village of Plover, up from the 2000 Census population of 10,520. To accommodate this substantial growth, the Village's present development pattern will expand and tracts of land that are now vacant will be developed. If not properly managed, these changes could result in unwise use of land resources and inefficient expenditures for municipal utilities and services. This Comprehensive Plan will analyze all of the lands within the incorporated boundary of the Village, as well as the 1½ mile extraterritorial area surrounding it.

Section 1.2 Past Planning in Plover

A. 1975 "Preliminary Ideas on Village Growth"

In September 1975, the Plover Village Board adopted a report entitled "Preliminary Ideas on Village Growth", prepared by the Portage County Planning Department. This report contained initial thoughts and ideas about the magnitude, direction and potential of Village growth.

B. 1983 Village of Plover Development Guide

During 1979, the Village Board authorized the Portage County Planning Department to prepare a Development Guide for the Village. The Development Guide, completed in 1983, utilized citizen and community leaders' input in their planning process. A public survey was used to further determine community needs and problems and was incorporated into the Development Guide.

The Development Guide was assembled in four steps. The first step involved an inventory and analysis of existing social, economic and environmental conditions of the Village. Goals and objectives for the Guide, based on inventory and analysis and citizen input, were created in step 2. Step 3 utilized the inventory and analysis of past and present Village conditions to predict future trends. The Village's final step was to establish policies, guidelines and standards for all land use within the Village and create policies for development occurring within the Village's extraterritorial area.

C. 1992 Development Guide Update

The decision to prepare an updated Development Guide for the Village was made by the Village Board in August 1990. The planning process encouraged citizen involvement to make certain that issues important to local residents were addressed in the new Guide.

The Plover Village Board authorized formation of a Long Range Planning Committee, whose objective was to conduct a review and update of the 1983 Development Guide. The Long Range Planning Committee first analyzed past and present social, economic and environmental conditions of the Village. Inventories and analyses of past and present Village conditions were then utilized to develop growth projections and forecasts. Next, the Committee updated goals and policies to which the Guide was to adhere. Finally, recommendations were developed for all land uses within the Village and its extraterritorial area. The Development Guide was adopted in November 1992.

Section 1.3 The Current Comprehensive Planning Process

As mentioned in the introduction to this document, the Village of Plover Comprehensive Plan had its beginning as a part of the County-wide planning project started in June 2001. The work during the first 18 months of the County-wide project, performed primarily by the Portage County Comprehensive Planning Joint Steering Committee, centered on public participation, visioning, and the generation of preliminary goal suggestions for the nine required Plan elements. This information was then forwarded to all local governments in the fall of 2002. Utilizing the information provided by the Joint Steering Committee, the Plover Plan Commission began the Village Comprehensive Planning process in earnest in February 2003. The Plan Commission met monthly through November 2004 to put together the first complete preliminary draft of the plan. As in the previous planning projects, the comprehensive planning process involved several basic steps:

The first step involves research. Activities include acquiring a thorough knowledge of the existing community setting, identifying problems that require solutions, analyzing critical factors that need to be changed before progress can be made toward community goals, and establishing goals and objectives for growth and development.

The second step involves the formation of planning policy. Planning policies recommend a course of action that will accommodate expected change, produce desired change, and prevent undesirable change.

The next step involves the development of a preferred alternative for guiding future growth. The Land Use Element relates how the Village is expected to grow, and generally identifies how development should proceed in the future to achieve community goals. It proposes the most efficient use of land within the financial capabilities of the community by identifying where residential, commercial and industrial development should occur.

The final step involves implementation of the plan and programs that will influence the day-to-day decisions made by government officials, private enterprise, and individuals. Plan implementation provides the means by which community goals can be achieved. Three major tools of implementation are the zoning ordinance, subdivision regulations, and capital improvements program. Zoning regulations act to control growth and development so that it is harmonious with the proposals and recommendations set forth in the Comprehensive Plan. They promote sound, orderly development directed toward the preservation of property values and the improvement of the overall appearance of the community. Subdivision regulations assure that new land divisions are designed in an orderly and efficient manner and are in accordance with the Comprehensive Plan. The capital improvements program is a long-range financial plan for major public improvements. It proposes the best means for utilizing available financial resources to provide residents with necessary facilities and services.

The Comprehensive Plan is the primary link between the past, the present, and the future, making it perhaps the best resource for achieving continuity over a period of time. It is to be used as a guide by those making decisions with regard to the development of the community. The Comprehensive Plan must also remain flexible so that it can be modified to reflect the processes of actual development and the changing attitudes and priorities of the community. To maintain an updated Comprehensive Plan, new information must be continually gathered and studied to determine trends and reevaluate projections, forecasts, and plans. Even policy recommendations, which are relatively permanent statements, may require periodic review to determine their

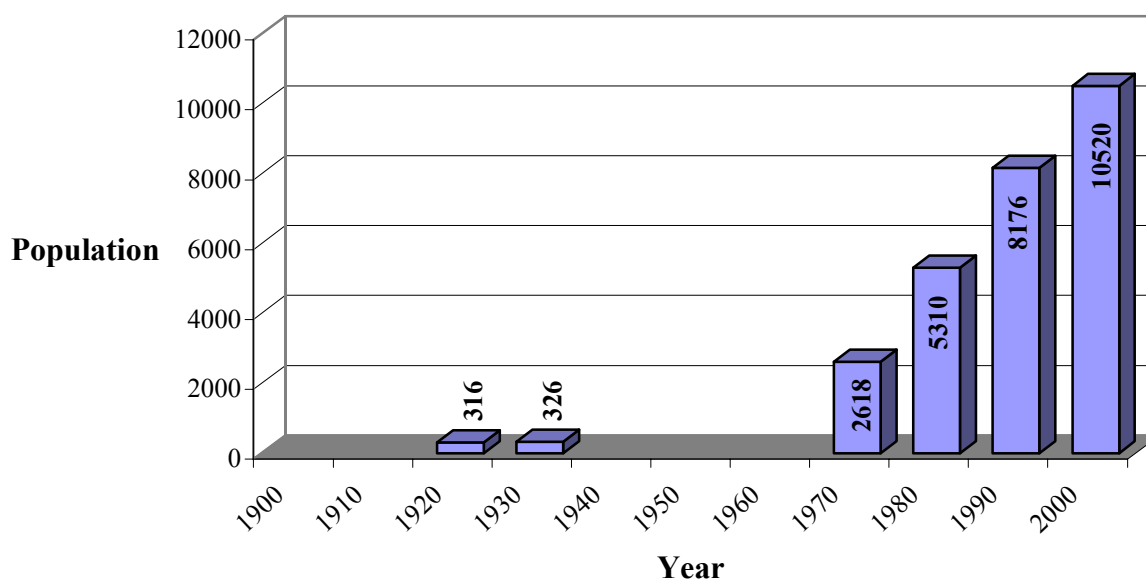
appropriateness and suitability in relation to the direction and character of community development at that time. A well thought-out and updated Comprehensive Plan, with a solid base of public involvement, is one of the most fruitful investments a community can make. As a collection of policies and plans designed to guide future growth and development, it will help ensure continuity over time as changes occur within the Village of Plover.

Section 1.4 Demographic Trends

A. Population Growth

Every 10 years the Federal government performs the National Census, and these results are the main source of the information used to understand how communities change over time. The Village of Plover has seen a considerable acceleration in its growth rate over the last 30 years, since its incorporation in 1971. According to the latest Census information, the population increased by 5,210 people between 1980 and 2000. Only the years in which the Village of Plover was incorporated are depicted in the table, with the estimated population at time of incorporation in 1971 is used for 1970.

Figure 1.2: Village of Plover Population Change, 1900 to 2000



Source: U.S. Bureau of Census; population for 1970 is the estimate of population assigned to Plover at incorporation in 1971.

The Village of Plover's population growth rate of 302% from 1970 to 2000 was considerably greater than that of Portage County (+41%) and the State of Wisconsin (+21%) over the same period (see Table 1.1 below). The 2004 State of Wisconsin Department of Administration population estimate for the Village of Plover was 11,074, an increase of a little over 5% since the 2000 Census. This rate of change over the last 4-year period was the largest in the urban area (ahead of the City of Stevens Point with a 1.3% increase), and third largest in the County, behind the Villages of Amherst and Amherst Junction (6.5% and 7.5%, respectively; see Appendix D). Portage County as a whole recorded a 2.6% increase in population.

Table 1.1: Plover Area Population Change, 1970 to 2004

	U.S. Census				State DOA Estimate	1970 to 2000 Change	2000 to 2004 Change
	1970	1980	1990	2000	2004		
Village of Plover	2,618	5,310	8,176	10,520	11,074	301.8%	5.3%
City of Stevens Point	23,479	22,970	23,002	24,551	25,094	4.6%	2.2%
Village of Whiting	1,782	2,050	1,838	1,760	1,724	-1.2%	-2.0%
Village of Park Ridge	817	643	546	488	470	-40.3%	-3.7%
Portage County	47,541	57,420	61,405	67,182	68,922	41.3%	2.6%
State of Wisconsin	4,417,821	4,705,642	4,891,769	5,363,675	5,532,955	21.4%	3.2%

Source: U.S. Census Bureau; State of Wisconsin Dept. of Administration; Portage County Planning and Zoning Department

Table 1.2 below helps to illustrate the migration patterns of Village residents by examining where residents were living five years prior to each of the last two Censuses. The “Same House” column identifies the Plover residents that lived in the same dwelling in both 1995 and 2000 (or 1985 and 1990); a high percentage can be an indicator of long-term residency. The “Different House, Portage County” column identifies the Plover residents that lived in a home outside the Village, but within Portage County, in 1995. The “Different House, Different County” column identifies the Plover residents that lived in a home outside of both the Village and Portage County, but within the State of Wisconsin, in 1995. The “Different State” column identifies the Plover residents that lived in a home outside the State of Wisconsin in 1995. Altogether, this information provides insight into the nature and pace of new residents moving into the Village.

Table 1.2: Comparison of Place of Residence, Five Years Prior to 1990 & 2000 Census

	Same House				Different House, Portage County				Different House, Different County				Different State			
	1985		1995		1985		1995		1985		1995		1985		1995	
	#	%	#	%	#	%	#	%	#	%	#	%	#	%	#	%
V. Plover	3,780	51%	5,155	53%	2,258	30%	2,700	28%	899	12%	1,237	13%	452	6%	652	7%
Stevens Point	8,929	41%	9,244	40%	4,157	19%	5,548	24%	6,523	30%	6,428	28%	1,638	8%	1,783	8%
V. Whiting	1,120	64%	980	60%	434	25%	511	31%	112	6%	81	5%	75	4%	64	4%
V. Park Ridge	320	62%	330	70%	85	17%	99	21%	67	13%	36	8%	41	8%	6	1%
Portage County		51%		56%		21%		22%		21%		16%		7%		5%

Source: U.S. Census Bureau, 1990 and 2000 Census.

Based on 2000 Census information, the percentage of Plover residents living in the same house as they did in 1995 increased 2% from the 1990 Census (up to 53%). This may indicate that more people are living in the same home for a longer term; that the people who move to Plover are settling in here. The percentage of year 2000 Plover residents who had moved into the Village after living in other parts of Portage County in 1995 declined 2% from 1990 (down to

28%), meaning a smaller percentage of new residents came from within Portage County than had before. The percentage of Plover residents who lived in a different part of Wisconsin in 1995 before moving to Plover increased by 1% (up to 13%), and 7% percent moved to the Village from another state (up by 1%). These numbers indicate the Village is drawing an increasing number of new residents from outside the County or State.

The other metro incorporated communities exhibited the reverse of the Plover trends. In terms of residents occupying the same house, Stevens Point and Whiting, each lost percentage, indicating that more of the residents might have been there for a shorter time. Park Ridge was the only other metro community to increase the “Same House” percentage, and at a rate of increase more than double that of Plover.

All three other metro communities saw an increase (+ 4% to 6%) in the number of residents who moved into their community after having lived in another home within Portage County five years prior; Plover decreased by 2%. All three other metro communities saw a decrease (- 1% to 5%) in the number of residents who moved into their community after having lived in another home in Wisconsin, but outside Portage County, five years prior; Plover increased by 1%. The percentage of other metro community residents that moved in after living out-of-state held steady in Stevens Point and Whiting, while dropping substantially in Park Ridge; Plover’s percentage increased by 1%. To summarize, the other metro communities seem to be drawing more new residents from other parts of Portage County than the Village of Plover, while Plover seems to be bringing an increasing percentage of its new residents from out of County or out of State.

B. Age Distribution and Race

Table 1.3 below details the number of Village residents that occupied specific age groups in each of the last three Census years, along with similar information for the City of Stevens Point and the County as a whole (see Appendix E for Park Ridge, Whiting and State of Wisconsin data).

Insight into the nature of the Village population’s change over time can be gained through examining how these age groups change as they move through their life cycles. The age groups (or “cohorts” as they are called when tracking a group of same-aged people) have been displayed within the table in ten-year increments to more easily see how their numbers increase or decline over different Census years. The diagonal series of gray or white boxes within Table 1.3 indicate the path of each age cohort through the three Census periods. For example, the 5-to-14 year old cohort for Plover numbered 1,066 people in 1980. This number grew to 1,163 (+9%) in 1990 (as the 5-to-14 year olds became 15-to-24 year olds), and then increased again to 1,519 (+30%) in 2000 as 25-to-34 year olds. Altogether, 453 people joined this cohort group over a 20-year period, mainly 25-to-34 year olds during the 1990’s. Similar increases were recorded for the next two older age cohorts. The 15-to-24 year old cohort group numbered 970 people in 1980. This number grew to 1,639 (+69%) in 1990 (as the 15-to-24 year olds became 25-to-34 year olds), and then increased again to 1,857 (+13%) in 2000 as 35-to-44 year olds. 887 people joined this cohort group over a 20-year period, mainly 25-to-34 year olds during the 1980’s. The 25-to-34 year old cohort group numbered 1,165 people in 1980. This number grew to 1,488 (+28%) in 1990 (as the 25-to-34 year olds became 35-to-44 year olds), and then increased again to 1,584 (+6%) in 2000 as 45-to-54 year olds. Altogether, 419 people joined this cohort group over a 20-year period, mainly 35-to-44 year olds during the 1980’s.

Table 1.3: Distribution of Population, by Ten-Year Age Groups

	Village of Plover			City of Stevens Point			Portage County		
	1980	1990	2000	1980	1990	2000	1980	1990	2000
Under 5 years	608 11.5%	742 9.1%	786 7.5%	1,133 4.9%	1,203 5.2%	1,236 5.0%	4,343 7.6%	4,226 6.9%	3,964 5.9%
5 to 14 years	1,066 20.1%	1,525 18.7%	1,672 15.9%	2,200 9.6%	2,228 9.7%	2,431 9.9%	8,671 15.1%	9,080 14.8%	9,118 13.6%
15 to 24 years	970 18.3%	1,163 14.2%	1,590 15.1%	9,062 39.5%	7,893 34.3%	8,377 34.1%	15,270 26.6%	13,081 21.3%	13,983 20.8%
25 to 34 years	1,165 21.9%	1,639 20.0%	1,519 14.4%	3,043 13.2%	3,519 15.3%	3,096 12.6%	9,180 16.0%	9,897 16.1%	8,322 12.4%
35 to 44 years	730 13.7%	1,488 18.2%	1,857 17.7%	1,505 6.6%	2,259 9.8%	2,743 11.2%	5,593 9.7%	8,690 14.2%	10,261 15.3%
45 to 54 years	370 7.0%	820 10.0%	1,584 15.1%	1,640 7.1%	1,432 6.2%	2,312 9.4%	4,447 7.7%	5,489 8.9%	8,945 13.3%
55 to 64 years	208 3.9%	390 4.8%	810 7.7%	1,701 7.4%	1,541 6.7%	1,376 5.6%	4,185 7.3%	4,299 7.0%	5,235 7.8%
65 to 74 years	138 2.6%	261 3.2%	385 3.7%	1,480 6.4%	1,446 6.3%	1,405 5.7%	3,391 5.9%	3,610 5.9%	3,791 5.6%
75 to 84 years	41 0.8%	126 1.5%	242 2.3%	936 4.1%	1,094 4.8%	1,094 4.5%	1,806 3.1%	2,273 3.7%	2,565 3.8%
85 years and over	14 0.3%	22 0.3%	56 0.5%	270 1.2%	391 1.7%	481 2.0%	534 0.9%	720 1.2%	998 1.5%
Total Population	5,310	8,176	10,520	22,970	23,006	24,551	57,420	61,405	67,182
Median Age	25.1	29.2	32.9	23.9	25.5	25.6	25.4	29.3	33.0

Source: U.S. Census Bureau, 1980, 1990, 2000 Census

All age cohorts below the age of 85 within the Village of Plover have increased or maintained their numbers at a level higher than the City of Stevens Point or the County as a whole. Every age bracket below age 55 has increased since 1990. The City of Stevens Point has seen a decrease in the 25-to-44 year old age groups. The presence of college-aged people within Stevens Point skews their 15-to-24 year old age cohort upward; historically there has been a steep decrease in their numbers 10 years later (as 25-to-34 year olds). The County as a whole follows this pattern as well. The Village of Plover experience has been the opposite, with the 25-to-34 year olds gaining numbers. To summarize, the Village of Plover has increased its population from under 5 to 55 years old (particularly 25-to-34 year olds) since 1990; it has higher percentages of population concentrated in these age groups than Stevens Point or the County overall.

Even though Plover has seen an influx of younger aged residents, the median age for the Village of Plover has risen almost eight full years since 1980 (25.1 to 32.9 years of age). The “median age” is the point where ½ of the population lies above and ½ below; the older this age is, the older the overall population for a place is becoming. The City of Stevens Point has historically had the lowest median age in the County, due in part to the presence of college-age residents. The number and percentage of the Village population over the age of 65 has been moving up

since 1980, with the number of residents 85 years + more than tripling in 20 years. Plover has retained its population of residents aged 65 to 85 at a level higher than the City or County as a whole. However, while the City and County still maintain a higher percentage of their populations in the 65+ age groups, the Village of Plover has a more rapid rate of increase for senior population. This upward trend in number should be considered by the Village as they address future housing and services needs.

Table 1.4: Comparison of Population Aged 65+

Age	Village of Plover			City of Stevens Point			Portage County		
	1980	1990	2000	1980	1990	2000	1980	1990	2000
65 years and over	193 3.6%	409 5.0%	683 6.5%	2,686 11.7%	2,931 12.7%	2,980 12.1%	5,731 10.0%	6,603 10.8%	7,354 10.9%
Total Population	5,310	8,176	10,520	22,970	23,006	24,551	57,420	61,405	67,182
Median Age	25.1	29.2	32.9	23.9	25.5	25.6	25.4	29.3	33.0

Source: U.S. Census Bureau, Portage County Planning and Zoning Dept

Table 1.5: Racial Breakdown

RACE & HISPANIC ORIGIN OF POPULATION	Village of Plover		
	1980	1990	2000
One Race			
White	5,304 99.9%	8,067 98.7%	10,185 96.8%
Black or African American	0 0.0%	13 0.2%	45 0.4%
American Indian, Eskimo, or Aleut (Alaska Native)	0 0.0%	19 0.2%	44 0.4%
Asian *	NA	NA	100 1.0%
Native Hawaiian or Other Pacific Islander	0 0.0%	43 0.5%	4 0.0%
Some Other Race	6 0.1%	34 0.4%	43 0.4%
Two or more races **	NA	NA	99 0.9%
Total Population	5,310	8,176	10,520
Hispanic origin (of any race)	0 0.0%	64 0.8%	142 1.3%

Source: US Census Bureau

* The 1980 and 1990 census listed "Asian or Other Pacific Islander"

** The 2000 census was the first to carry this designation

The Village of Plover has experienced a slight shift in its racial composition over the last 20 years. In 1980, the percentage of total population for white was 99.9% In the year 2000 is was 96.8%.

The Asian population has increased from zero in 1980 to 100 in 2000, making it (at 1%) the largest minority group within the Village.

Black or African American residents make up the next largest racial category at 0.4% of the year 2000 population.

The number of American Indian, Eskimo, or Aleut residents in the Village also account for 0.4% of the Plover population, as do residents that are included as "Some Other Race".

The number of Plover residents identifying themselves as being of Hispanic origin (of any race) has increased from zero percent in 1980 to 1.3% of the population in 2000.

C. Education Levels

Changes in educational attainment, as reported in the Census information, have followed similar trends across the different municipal divisions within Portage County. Table 1.6 below compares the attainment information for the Village of Plover with the City of Stevens Point and Portage County as a whole.

Plover raised its overall educational attainment during the 1990's. This was most likely a result of the combination of in-migration, continued educational involvement by the existing residents of the Village, and the passing of older residents who did not have the educational opportunities enjoyed today. The number and percentage of Village of Plover residents aged 25 and over that had less than a 9th grade education decreased between 1990 and 2000. The percentage of 25+ year-olds residents who completed some college, or completed a college degree program rose from forty-six (46%) percent to fifty-seven (57%) percent over the same period. This ten-year increase in attainment was greater than that of the City of Stevens Point (47% to 53.3%) and Portage County as a whole (40% to 49%).

Table 1.6: Comparison of Education Attainment

Ed. Attainment (Persons 25 yrs+)	Village of Plover		City of Stevens Point		Portage County	
	1990	2000	1990	2000	1990	2000
Less Than 9th Grade	223 4.7%	160 2.5%	1,346 11.5%	929 7.4%	4,065 11.6%	2,420 6.0%
9th to 12th Grade (No Diploma)	297 6.3%	386 6.0%	994 8.5%	930 7.5%	3,029 8.7%	3,019 7.5%
High School Graduate	2,009 42.3%	2,192 33.9%	3,856 33.0%	3,972 31.8%	14,082 40.2%	14,952 37.2%
Some College (No Degree)	652 13.7%	1,275 19.7%	2,096 17.9%	2,528 20.3%	5,205 14.9%	7,572 18.9%
Associate Degree	363 7.6%	471 7.3%	606 5.2%	864 6.9%	1,922 5.5%	2,802 7.0%
Bachelor's Degree	878 18.5%	1389 21.5%	1,788 15.3%	2,155 17.3%	4,594 13.1%	6,468 16.1%
Graduate or Professional Degree	324 6.8%	584 9.0%	1,008 8.6%	1,104 8.8%	2,107 6.0%	2,910 7.2%
Total 25+ Population	4,746	6,457	11,694	12,482	35,004	40,143

Source: U.S. Census Bureau 1990, 2000

One area where the Village of Plover did not perform as well as Stevens Point or the County was the number and percentage of residents who completed 9th to 12th grade but did not receive a diploma. The Village numbers increased by 89, but with the increasing population, the accompanying percentage actually fell from 6.3 to 6.0. Stevens Point and Portage County both experienced a decline in this category's numbers and percentage. Even with the slight increase in the numbers for this category, Plover still has a lower percentage of persons over age 25 with no high school diploma than the County overall or City of Stevens Point.

D. Households and Income

The Village of Plover residential community is made up of different types of households. The US Census defines a household as “including all of the people who occupy a housing unit”. People not living in households are classified as living in group quarters. Table 1.7 below details the changes in the make-up of Village households over the last 20 years, and compares them to the City of Stevens Point and Portage County data. Family households, traditionally the largest group within the Village, have seen their percentage of total households decrease over the last 20 years, even as their number has continued to increase. Non-family households, or households made up of non-related residents, have increased from 18% of all households in 1980 to over 28% in the year 2000. Married-couple households, traditionally the largest group within the Family households, have seen their percentage decrease of the last 20 years, even as their number has continued to increase. Single-father or mother headed family households have increased from 9.6% in 1980 to over 16% in 2000, with a majority of the rise attributable to the increase in single-mother headed households. The Village of Plover mix of households is very similar to that of Portage County as a whole.

The Persons Per Household (PPH) calculation for both the Village and the County has continued a similar shrinking trend, declining 0.54 and 0.39 persons respectively, over the last 20 years. The City of Stevens Point, which has historically had one of the lowest PPH in Portage County, has seen a reduction of 0.27 person per household since 1980.

Table 1.7: Household Type Comparison, Village of Plover

Household Type	Village of Plover			City of Stevens Point			Portage County		
	1980	1990	2000	1980	1990	2000	1980	1990	2000
Family Households <i>(percent of Total Households)</i>	1,372 81.9%	2,207 77.2%	2,846 71.4%	4,448 58.8%	4,482 54.4%	4,652 50.0%	13,257 72.4%	14,883 69.9%	16,496 65.9%
Married-Couple Families <i>(percent of Family Households)</i>	1,241 90.5%	1,907 86.4%	2,386 83.8%	3,639 81.8%	3,514 78.4%	3,517 75.6%	11,592 87.4%	12,645 85.0%	13,808 83.7%
Other Family, Male Householder <i>(percent of Family Households)</i>	42 3.1%	60 2.7%	127 4.5%	149 3.3%	196 4.4%	303 6.5%	437 3.3%	602 4.0%	861 5.2%
Other Family, Female Householder <i>(percent of Family Households)</i>	89 6.5%	240 10.9%	333 11.7%	660 14.8%	772 17.2%	832 17.9%	1,228 9.3%	1,636 11.0%	1,827 11.1%
Non-Family Households <i>(percent of Total Households)</i>	303 18.1%	650 22.8%	1,139 28.6%	3,112 41.2%	3,763 45.6%	4,653 50.0%	5,056 27.6%	6,423 30.1%	8,544 34.1%
Householder Living Alone <i>(percent of Non-Family Households)</i>	240 79.2%	486 74.8%	830 72.9%	2,116 68.0%	2,525 67.1%	3,104 66.7%	3,730 73.8%	4,679 72.8%	6,130 71.7%
Householder 65 Years and Over <i>(percent of Non-Family Households)</i>	~	106 16.3%	184 16.2%	~	1,064 28.3%	1,106 23.8%	~	1,933 30.1%	2,196 25.7%
Total Households	1,675	2,857	3,985	7,560	8,245	9,305	18,313	21,306	25,040
Persons Per Household	3.17	2.86	2.63	2.56	2.38	2.29	2.93	2.71	2.54

Source: U.S. Census Bureau, 1980, 1990, 2000 Census.

Another instructive piece of information on the state of households within the Village is the level of income that each household achieves. Again the Census provides insight into the range of incomes present within Plover.

Table 1.8 below describes how incomes have changed in the last 20 years. It is a testimony to both the inflation of wages and the increased earning power of the residents of the Village of Plover that the percentages of households making greater than \$50,000 per year has increased from under 3% in 1979 to almost 53% in 1999. Many women joined the work force over this period, adding to the number of wage-earners. Median household income level has increased from \$21,309 to \$51,238 (+71%) over the same period. The Village of Plover median household income level is substantially higher than that of Stevens Point (\$33,178) and Portage County (\$43,487).

Table 1.8: Household Income Comparison for Plover, Stevens Point, and Portage County

Household Income Per Year	Village of Plover			City of Stevens Point			Portage County		
	1979	1989	1999	1979	1989	1999	1979	1989	1999
Less Than \$10,000	236 14.1%	267 9.3%	147 3.7%	2,719 36.2%	1,779 21.6%	1,042 11.2%	5,300 28.9%	3,210 15.0%	1,767 7.0%
\$10,000 to \$14,999	205 12.2%	177 6.2%	172 4.3%	1,286 17.1%	1,010 12.3%	868 9.4%	2,919 15.9%	1,978 9.3%	1,608 6.4%
\$15,000 to \$24,999	699 41.7%	463 16.1%	389 9.7%	1,877 25.0%	1,801 21.9%	1,616 17.4%	5,423 29.6%	4,072 19.1%	3,174 12.6%
\$25,000 to \$34,999	377 22.5%	531 18.5%	568 14.2%	931 12.4%	1,341 16.3%	1,311 14.1%	2,907 15.8%	3,654 17.1%	3,425 13.6%
\$35,000 to \$49,999	119 0.6%	626 1.8%	623 1.2%	474 3.4%	1,296 5.8%	1,611 4.9%	1,223 6.7%	4,370 20.5%	4,484 17.9%
\$50,000 to \$74,999	30 1.8%	599 20.9%	1,071 26.8%	146 1.9%	758 9.2%	1,612 17.4%	380 2.1%	2,983 14.0%	5,771 23.0%
\$75,000 to \$99,999	12 0.7%	158 5.5%	545 13.6%	78 1.0%	121 1.5%	686 7.4%	193 1.1%	661 3.1%	2,820 11.2%
\$100,000 to \$149,999	~ 1.2%	34 1.2%	286 7.2%	~ 1.0%	84 1.0%	354 3.8%	0 0.0%	274 1.3%	1,346 5.4%
\$150,000 or more	~ 0.5%	15 0.5%	199 5.0%	~ 0.4%	36 0.4%	176 1.9%	0 0.0%	134 0.6%	717 2.9%
Total Households Listed	1,678	2,870	4,000	7,511	8,226	9,276	18,345	21,336	25,112
Median H-Hold Income	\$21,309	\$34,942	\$51,238	\$13,923	\$22,194	\$33,178	\$16,659	\$28,686	\$43,487

Source: U.S. Census bureau, 1980, 1990, 2000 Census.

With the examination of income information, the Village should also assess the poverty status of its residents. “Poverty” is generally defined as money income thresholds that vary by family size and composition to determine who is poor. If a family’s total income is less than that family’s threshold, then that family, and every individual in it, is considered poor. The poverty thresholds

do not vary geographically. That is, they are the same throughout the United States. However, the poverty thresholds are updated annually for inflation using the Consumer Price Index (CIP-U). The official poverty definition counts money income before taxes and does not include capital gains and non-cash benefits (such as public housing, food stamps, and Medicaid). Poverty is not defined for people in military barracks, institutional group quarters, or for unrelated children under the age 15 (such as foster children). Table 1.9 below outlines poverty thresholds for 1980, 1990, and 2000. Table 1.10 lists the Census information on poverty for the total number of residents, persons age 65 and above, and families within the Village of Plover, City of Stevens Point, and Portage County as a whole.

Table 1.9: Poverty Thresholds – 1980, 1990, and 2000

Size of Family Unit	Poverty Threshold		
	1980	1990	2000
One Person	\$4,190	\$6,652	\$8,794
Two Persons	\$5,363	\$8,509	\$11,239
Three Persons	\$6,565	\$10,419	\$13,738
Four Persons	\$8,414	\$13,481	\$17,603
Five Persons	\$9,966	\$15,792	\$20,819
Six Persons	\$11,269	\$17,839	\$23,528
Seven Persons	\$12,761	\$20,241	\$26,754
Eight Persons	\$14,199	\$22,582	\$29,701
Nine Persons or More	\$16,896	\$26,848	\$35,060

Source: U.S. Census Bureau

Table 1.10: Poverty Comparison, Village of Plover, City of Stevens Point, Portage County

	Village of Plover		City of Stevens Point		Portage County	
	1989	1999	1989	1999	1989	1999
Persons	8,155	10,520	19,738	24,551	57,805	67,182
Below Poverty Level	531	634	4,265	3,687	7,454	6,074
	6.5%	6.0%	21.6%	15.0%	12.9%	9.0%
Persons 65 Years and Over	409	683	2,793	2,980	5,327	7,354
Below Poverty Level	61	25	335	226	740	561
	14.9%	3.7%	12.0%	7.6%	13.9%	7.6%
Families	2,217	2,882	4,443	4,725	14,927	16,643
Below Poverty Level	97	121	439	298	1,051	725
	4.4%	4.2%	9.9%	6.3%	7.0%	4.4%

Source: U.S. Census Bureau

According to the Census information, the Village of Plover has a lower percentage of total persons, persons over age 65, and families living below the poverty level than either the City of Stevens Point, or the County overall. One interesting point in the data is the fact that, despite the lower percentages of residents living below poverty level, the Village of Plover saw an increase in the number of persons below poverty level (531 in 1989 to 634 in 1999). By contrast, Stevens Point and the County each showed sizable decreases in these numbers.

E. Employment Characteristics

Table 1.11 below summarizes employment by industry data provided for the last three Census years. This information represents what type of industry that the working residents of the

Village were employed by, and is not listing of the employment currently located within the Village of Plover. The discussion of the Village economy will take place within the Economic Development Element of this Comprehensive Plan. It should be noted that the method used for classifying industries was changed between the 1990 and 2000 Census, and therefore the information included in the industry categories of Table 1.11 is not entirely consistent for comparison between these years. The table attempts to place the three Census years in a useable context.

Table 1.11: Summary of Employment by Industry

Industry	Village of Plover			City of Stevens Point			Portage County		
	1980	1990	2000	1980	1990	2000	1980	1990	2000
Agriculture, Forestry, Fisheries, Mining	37 1.5%	114 2.6%	56 0.9%	122 1.2%	132 1.2%	108 0.9%	1,816 7.3%	1,755 5.8%	1,241 3.5%
Construction	50 2.0%	196 4.4%	240 3.9%	325 3.1%	264 2.4%	451 3.6%	1,004 4.0%	1,297 4.3%	1,707 4.8%
Manufacturing	632 25.4%	971 21.8%	1,102 18.1%	1,494 14.1%	1,360 12.5%	1,617 12.9%	4,637 18.6%	5,373 17.8%	6,314 17.7%
Transportation, Warehousing, Utilities	132 5.3%	199 4.5%	299 4.9%	398 3.8%	384 3.5%	549 4.4%	1,214 4.9%	1,511 5.0%	1,948 5.5%
Information	~	~	141 2.3%	~	~	346 2.8%	~	~	835 2.3%
Communications/ Other Public Facilities	17 0.7%	55 1.2%	~	175 1.7%	152 1.4%	~	325 1.3%	367 1.2%	~
Wholesale Trade	114 4.6%	164 3.7%	298 4.9%	290 2.7%	378 3.5%	336 2.7%	885 3.5%	1,026 3.4%	1,235 3.5%
Retail Trade	360 14.5%	756 17.0%	866 14.2%	2,238 21.2%	2,486 22.8%	1,940 15.5%	4,317 17.3%	5,667 18.8%	4,813 13.5%
Finance, Insurance, Real Estate	424 17.1%	681 15.3%	769 12.6%	1,264 12.0%	1,053 9.7%	1,190 9.5%	2,971 11.9%	3,359 11.1%	3,682 10.3%
Professional, Management, Administrative	~	~	309 5.1%	~	~	729 5.8%	~	~	1,627 4.6%
Business and Repair Services	82 3.3%	147 3.3%	~	229 2.2%	371 3.4%	~	518 2.1%	941 3.1%	~
Personal Services	~	88 2.0%	~	~	373 3.4%	~	~	777 2.6%	~
Arts, Entertainment, Recreation Services	62 2.5%	62 1.4%	475 7.8%	322 3.0%	212 1.9%	1519 12.1%	734 2.9%	388 1.3%	3,005 8.4%
Educational, Health, Social Services	482 19.4%	771 17.3%	1,211 19.9%	3,103 29.3%	2,735 25.1%	3,047 24.3%	5,331 21.4%	5,617 18.6%	7,192 20.2%
Other	48 1.9%	192 4.3%	149 2.4%	288 2.7%	690 6.3%	442 3.5%	624 2.5%	1,362 4.5%	1,236 3.5%
Public Administration	46 1.9%	60 1.3%	179 2.9%	325 3.1%	296 2.7%	273 2.2%	571 2.3%	710 2.4%	842 2.4%
Total Employed Persons	2,486	4,456	6,094	10,573	10,886	12,547	24,947	30,150	35,677
Unemployed Persons	130	163	215	744	691	1,301	2,013	1,590	2,255
Total Labor Force	2,616	4,619	6,309	11,317	11,577	13,848	26,960	31,740	37,944
Percent Unemployed	5.0%	3.5%	3.4%	6.6%	6.0%	9.4%	7.5%	5.0%	5.9%
Persons 16 Years +	~	5,763	7,919	~	19,343	20,604	~	47,202	53,135

Source: U.S. Census Bureau 1980,1990, 2000 Census

Section 1.5 Conclusions – Demographic Trends

- A. The Village experienced significant growth between 1971 and 2000, with a population increase of about 302 percent (7,902 persons).
- B. There is an outlook for continued significant population growth due to accelerated job development in the area, in combination with good land development capability and land availability.
- C. Most of the Village's population is young. The Village is a significant population growth area. It has become a popular suburban center since 1975. While the elderly population in the Village is not as high as in older communities, the number of elderly will increase and become large enough to generate additional needs such as elderly housing, leisure activities, etc. The senior center, located within the Municipal Center, is currently an important facility for helping to deal with specialized senior citizen issues such as nutrition, recreation, related health, and other needs. This facility meets present-day (2005) needs. Future growth of the senior-aged population, however, will necessitate creation of new facilities to best serve these residents, and allow them to remain living within the Village of Plover.
- D. Plover is a family oriented Village. There is a large population of young adults which generate needs for recreational activities. This has implications for the continued development of adequate educational and recreational facilities in the Village. The educational needs of Plover's youth are currently met within the Village by two Stevens Point Area Public School District elementary schools, and St. Bronislava School, a Catholic elementary school. Some Village youths attend a third public elementary school nearby, in the Village of Whiting. All secondary educational facilities are located in the City of Stevens Point. The Village population is projected to grow over the planning period, potentially leading to increased needs for elementary, secondary and junior high school space. Given the School District's projection of significant reduction in school district population expected over the next few years (2005-2007), however, a study should be undertaken to determine if additional space is necessary.
- E. The Plover area has many attractive qualities conducive to housing growth of a suburban nature, and these qualities are expected to provide the basis for significant continued population growth. This growth will place increasing demands upon Village government to plan, finance, implement and regulate development.
- F. In addition to the anticipated residential growth, additional commercial and industrial growth will be encouraged in order to maintain a healthy, balanced overall community.

Section 1.6 Forecasts

A. Population Projections

Portage County Planning and Zoning Department prepares population projection for each of the municipalities within the County. The methodology for this projection is included in Appendix F of this Comprehensive Plan.

The Village of Plover Plan Commission has adopted the following projected population total for the planning period:

Year 2005: 12,024 Year 2010: 13,379 Year 2015: 14,820 Year 2020: 16,350

B. Household Projections

When PPH is combined with the anticipated future population of 16,350 persons, and taking into consideration an average vacancy rate of 5% for the Village, we can project a total of 7,324 housing units in 2020. If the number of housing units in 2000 (4,133) is subtracted from the anticipated number of housing units in 2020 (7,324) we can anticipate that there will be a need for approximately 3,191 new housing units over the next twenty years. These units can be contained in either single-unit or multiple-unit structures.

C. Employment Projections

In addition to the anticipated residential growth, additional commercial and industrial growth will be encouraged in order to maintain a healthy, balanced overall community. The Wisconsin Department of Workforce Development estimated that in 2004 there were 33,406 jobs in Portage County, with 3,134 (10%) being located within Village of Plover. A 2004 study prepared by University of Wisconsin-Extension analyzing the Portage County economy utilized employment projections of approximately 51,000 for the year 2020. If the current percentage of County employment was carried forward, and this County-wide projection was achieved, the Village of Plover would be home to nearly 2,000 new jobs by the end of the planning period.

Section 1.7 Growth Management Methods And Strategies Analysis

A. Methods and Strategies

The Village of Plover manages growth and development primarily through the use of a subdivision and zoning ordinance, official map, wellhead protection ordinance and building code. In addition, the Village manages growth through the Stevens Point Urban Area Sewer Service Plan, and a five-year Village Park Plan. All of these documents are to be in compliance with this adopted Comprehensive Plan and map.

The Village subdivision and zoning ordinances are key legal elements of growth management. Both ordinances are to be comprehensively updated to reflect the policies of the adopted Comprehensive Plan. The Village's zoning map will be comprehensively revised in accordance with adopted Future Land Use Map.

Village government has a favorable and encouraging outlook toward growth. The Village's outlook is tempered, however, by concerns relative to the fiscal impacts of growth upon local taxes. Diversification and strengthening of the tax base are important goals that the Village seeks to achieve through sound planned development.

The Village Board and its committee system provide the institutional framework for official decision making relative to local growth. The Planning Commission, Public Works, and Utility Committees are advisory bodies that most directly deal with physical growth matters. The Village Board makes the final decision on actions taken by these committees. The Village Board of Appeals is a separate, autonomous body charged with resolving appeals of decisions made by the Zoning Administrator, and variance requests regarding dimensional/location requirements of the Zoning Ordinance.

Growth management has been aided by the Village's professional staff, which includes the Village Administrator, Community Development Manager, Water Systems Manager, Wastewater Treatment Plant Manager and Public Works Manager. Community planning assistance is available from the Portage County Planning and Zoning Department.

Citizen participation in growth management is provided through a variety of opportunities, including public hearings on land use matters before the Plan Commission and Board of Appeals, and public information meetings on proposed highway improvements, park development and other matters. Citizen participation plays an important role in basic development decisions.

In 1978, the Village created two Tax Incremental Financing (TIF) districts in order to provide public improvement projects necessary to accommodate new commercial and industrial development. TIF revenues were used to fund the construction of the Plover Municipal Center, water system improvements and wastewater system improvements. Both TIF Districts were dissolved in 2002. The Village created two new TIF Districts in 2003-2004, for the Pines Corporate Centre (business park) and Village Park at Plover (retail/mixed use development).

TIF Districts are effective growth and economic development tools and provide needed public improvements that would otherwise not be possible without great cost to the Village. As such, the Village should continue to consider utilizing TIF Districts, although each individual request for a TIF district should be considered on a case-by-case basis according to the merits of the project and benefits to the Village and Portage County.

The Village's Comprehensive Plan is the most significant growth management tool available to the Village. It is intended to serve as a primary growth management tool for the Village and is readily adaptable to change.

A growth management issue of increasing importance to the Village is sound development and street patterns within the Village's extraterritorial area. Lands within the extraterritorial area are expected to be annexed to the Village at some point in the future. Unnecessary problems and costs can be avoided if growth is monitored and guided in the extraterritorial area. The Village utilizes an extraterritorial official street map as one method of managing growth. Extraterritorial zoning is another land use tool available to the Village.

Annexation of land to the Village, along with boundary adjustment agreements that provide for staged transition of Town land into the Village over time, are also very effective growth management techniques. Annexations and boundary adjustment agreements are expected to continue through the planning period. The Village of Plover will continue to incorporate land with significant economic development potential or where public facilities are necessary to promote economic development and/or protect Village resources.

The Stevens Point Urban Area Sewer Service Plan established boundaries for possible sanitary sewer service for a twenty-year period, and serves as a guide for Village officials as they make land development decisions. As such, the Sewer Service Area Plan serves as an important tool in growth management. This Plan was originally adopted in 1984, and recommended that comprehensive evaluations of the document be undertaken, at a minimum, every five years. The Sewer Service Area Plan is intended to be updated as a part of the Portage County Comprehensive Planning project (2005).

B. Conclusions - Growth Management Methods and Strategies Analysis

1. The Village Comprehensive Plan serves as the Village Board's repository of policies, which in total represents a growth management strategy. For the Plan to be truly useful and current for the Board and the public, it should be able to be amended as needed. Special care must be given to maintaining the long-term, multi-faceted approach of the document while adapting it to address new opportunities or concerns.

2. An updated and flexible Comprehensive Plan is Plover's single most important growth management tool. The Village's zoning map and regulations are required by State Statute to be based on the adopted Comprehensive Plan.
3. The continued improvement of growth management techniques and disciplined decision-making on development issues will remain necessary because of the area's significant potential as a "growth center."
4. The Village is doing well in the management of its growth, especially when one considers the Village's extremely rapid rate of growth.
5. The Village should establish policies for dealing with the development of undeveloped lands within the Village and lands annexed to the Village. Development decisions should be based on a detailed staff analysis of the proposals and ultimate approval by the Village Board. Village policies should guide the timing and staging of development. These "servicing" policies should include the extraterritorial area and be implemented, in part, by the Village's Subdivision Ordinance.
6. Because of the great expansion potential of the Village, it will be critically important to exert the maximum planning and regulatory control of its extraterritorial lands. This should be done with the greatest amount of consistency and cooperation with adjacent governments, as possible.
7. Annexation and boundary adjustment agreements are expected to be principal components of the Village's growth management strategy. It would be advisable to expedite the incorporation of lands on the immediate east border of the Village, adjacent to the well field, as well as lands at other locations adjacent to municipal sewer and water.
8. A Capital Improvements Programming (Reserve Fund) process, based upon the Village's Comprehensive Plan, is one of the next advisable growth management techniques.
9. The Stevens Point Urban Area Sewer Service Plan should be updated and/or amended as needed to reflect growth trends and to address major land use changes within the urban area.

Section 1.8 Community Identity and Vision: Goals, Objectives and Policies

The goals, objectives and policies identified in this section are intended to provide the framework for guiding future community development in the Village of Plover. Goals are defined as desirable conditions to strive for in the future. They are common ideals of the community that can be achieved through the actions of government leaders, private enterprise and individuals. Objectives are defined as general targets to be achieved in conjunction with satisfying community goals. Policies are methods of action to accomplish stated objectives.

It is anticipated that the population of the Village of Plover will increase from 10,520 in 2000 to 16,350 by the year 2020. This significant increase in population will result in an increased demand for land to be used for residential, commercial, industrial, transportation, recreational and public facilities. While a portion of the projected growth will occur within areas of existing development, the majority will occur on adjacent, undeveloped land. The Village should strive to direct growth within a compact area suitable for development.

A. Goal

Promote a pattern of community growth and development that will protect and enhance the public health, safety and general welfare of Village residents.

B. Objectives

1. Encourage development in areas with public utilities or in areas where utilities can be most efficiently and economically provided.
2. Promote future development in planned growth areas.
3. Ensure that newly developed areas are compatible with existing uses of land.

C. Policies

1. The Village of Plover should promote the goals and objectives and implement the policies and recommendations of the Comprehensive Plan to ensure the Village remains a desirable place to live and work. Development proposals within the Village and its extraterritorial area should be consistent with the goals, objectives, policies and recommendations of the Comprehensive Plan.
2. Village staff will provide assistance to land development applicants in the form of advice and direction regarding the Village's land development review process, regulations, and requirements.
3. The Village should encourage balanced residential, commercial, industrial, transportation and recreational land use patterns and provide areas adequate for future growth.
4. Effective implementation tools, such as the Zoning Ordinance, official street map, zoning map, subdivision regulations, Shoreland-Wetland Ordinances and a capital improvement program should be used and enforced. In addition, these implementation tools should be periodically updated to reflect current conditions, emerging needs and development trends.
5. Community development should occur contiguous to and extend outward from areas of existing development.
6. The Village of Plover should attempt to utilize cooperative land use control procedures in conjunction with Portage County and surrounding Town, City and Village governments to ensure appropriate and compatible development beyond the corporate limits of the Village.
7. The Village should encourage development which protects and enhances the Village tax base.
8. The Village of Plover Plan Commission should maintain an active role in assessing Village needs, evaluating development, and utilizing the planning process as a means of accomplishing recommendations contained in the Comprehensive Plan.
9. The Village should promote an active partnership with the private sector in planning and initiating land development by providing leadership in guiding land development patterns.