

CHAPTER 1 Issues and Opportunities for Comprehensive Planning in the City of Stevens Point

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 Stevens Point. It examines where the City 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 City development-related decisions are sound, practical and consistent.

Section 1.1 Brief History and Description of the Planning Area

The City of Stevens Point is located along the Wisconsin River in central Portage County, north and directly adjacent to the Village of Whiting and the Village of Plover, 33 miles south of Wausau via Interstate Highway 39 (Figure 1.1). Portions of United States Business Highway (USH) 51 and USH 10, State Highway 66, and County Road HH are also located within the City boundaries. The following information on the history of Stevens Point is provided by the Portage County Historical Society, www.pchswi.org.

The bill to incorporate Stevens Point as a city, #530A, was submitted to the legislature on March 20, 1858. It was referred to the Committee on Incorporation and reported favorably by that Committee on March 26. The Assembly passed the bill on April 17 and it went to the Senate and was passed there on May 5. However, a large number of amendments were attached to the bill by the Senate. On May 6 the Assembly concurred in all amendments but one and passed the bill back to the Senate. On reconsideration on May 10 the Senate dropped its remaining amendment and passed the bill. It was then sent to the Governor who signed bill 530A on May 17, 1858. The bill ultimately became Chapter 267 of the Private and Local Laws of 1858. A search for the signed original bill discloses that at some time in the past it was mysteriously removed from the Secretary of State’s office.

The Act of Incorporation provided for a Mayor and Board of Aldermen. The city was divided into three wards with two aldermen for each ward. Election precincts were also established. One of the important benefits of the city charter was the fact that the city was now entitled to three representatives on the County Board. The first election was held on June 26, 1858 and the following were the first elected officers of the new City of Stevens Point:

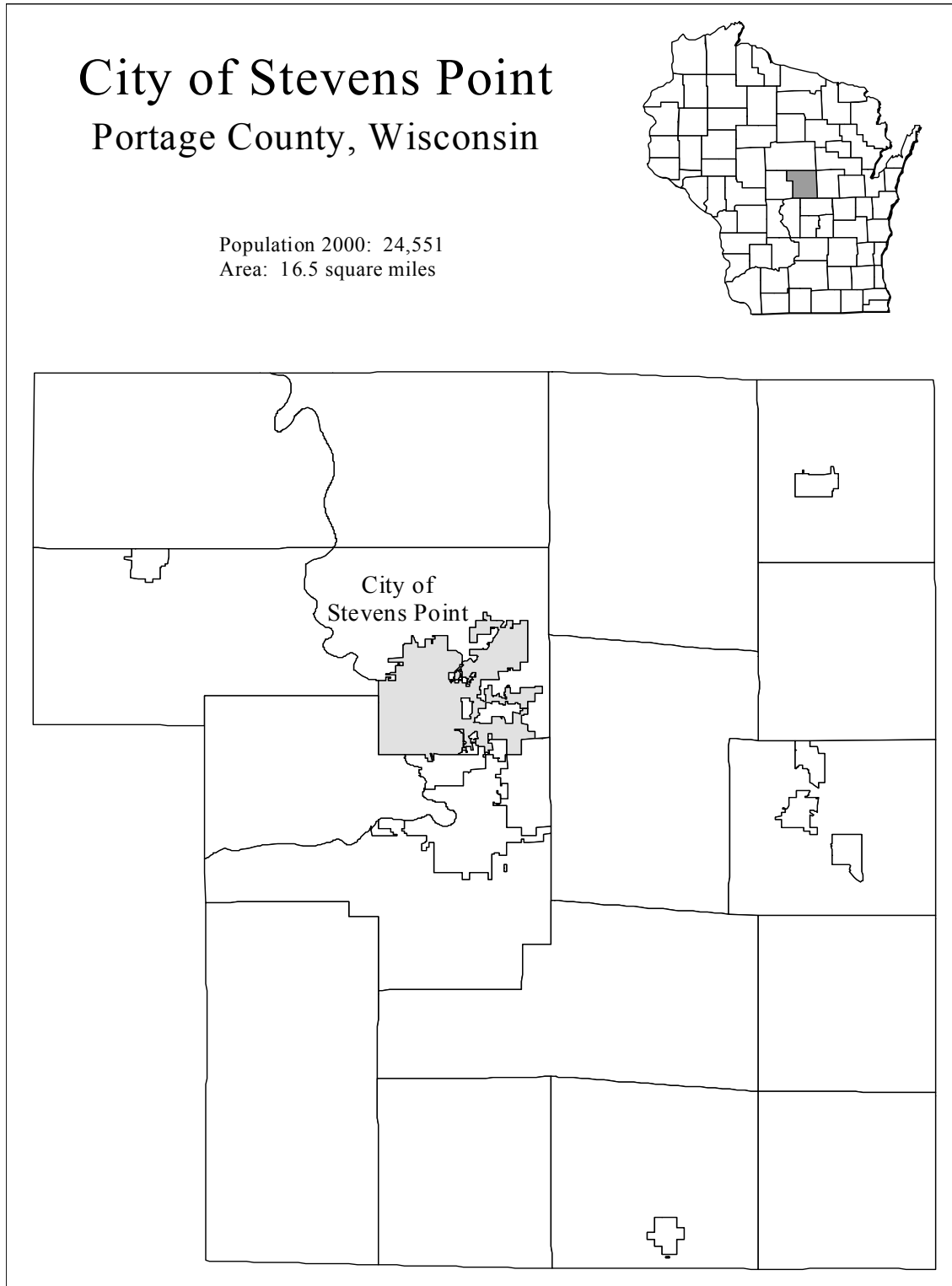
Mayor - William W. Schofield

Treasurer - H. B. Martin

Aldermen - Moses Perkins, Anson Rood, Valintine Brown, Seth W. Holmstad, A. G. Hamaker and H. Ferguson

The new City Council met for the first time on July 1, 1858 in the Old District School House and elected the remaining needed city officials - a city clerk, attorney, street commissioners, and surveyor. They also named one of their members, Anson Rood, as President of the Council.

Figure 1.1: Area Map of Stevens Point



On August 1, 1868, Portage County voted, to move the county seat from Plover to Stevens Point. This was not without prelude. Twelve years before, in 1856, the County Board of Supervisors had voted \$10,000 for construction of a new Courthouse in Plover. It was [Albert Ellis](#), editor of the Wisconsin Pinery who raised the issues that spurred Stevens Point to challenge this move.

In 1858 Stevens Point was prospering, had exceeded Plover in population and had applied for and received its charter of incorporation. The issues that Albert Ellis raised in the Wisconsin Pinery and backed with data were not to be denied. Stevens Point was disproportionately represented on the County Board and was aggrieved by heavy inequity in tax assessment. Citizens in the young pioneer community responded to these grievances vigorously. Plover fought back. H. G. Ingersoll, editor of the Plover Times battled furiously in his columns but too late. The strength of the northern sector of Portage County was unexpected, the margin of victory on that August vote, was close but decisive. In 1869, the \$10,000 was voted to the construction of a courthouse at Stevens Point and by 1871 the building was ready for occupancy.

Stevens Point has continued to grow and prosper over the ensuing 145 years. The City's population has grown to over 25,000 people, and the Common Council now consists of 11 aldermanic districts. After going through a recent period of limited expansion, the population for Stevens Point is showing signs of entering a time of increased growth that will continue to affect the community over the twenty-year planning period for this document. By the year 2025, nearly 30,000 people are projected to be living in Stevens Point. To accommodate this new population the City's present pattern of development will expand, and tracts of land (both inside and outside the current City boundary) 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. The City is allowed by law to plan for the lands beyond the City limits. This "extraterritorial" planning authority is conveyed in part by the State platting law, s. 236 which allows City plat approval within 3 miles of the city limits. Additional extraterritorial powers are granted via Wisconsin State Statutes sections: 62.23(2), 62.23(7)(a), 66.0105, 236.10 and 59.69(3)(e). This Comprehensive Plan will analyze all of the lands within the incorporated boundary of the City, as well as the 3-mile extraterritorial area surrounding it.

Section 1.2 Past Planning in Stevens Point

A. 1965 Harlan Bartholomew Plan

The first comprehensive analysis of planning and development for Stevens Point was done in 1963-65 by the Harlan Bartholomew planning consultants. The Bartholomew Plan recommended future expansions and led to a complete re-writing of the zoning text. This plan was the base for City development until 1983.

B. The 1983 Development Guide

The Stevens Point Development Guide, adopted in 1983, was prepared under an arrangement between the Stevens Point Common Council and Portage County whereby a single Planning Department would do the planning for both the city and the county. The project was spearheaded by the County Planning Department. The Development Guide was a product of an area-wide planning approach which was founded upon a comprehensive analysis of background planning factors reported in a series of 11 "Area wide Planning Reports" generated by the Portage County Planning Department. This analysis was countywide in scope with particular emphasis on the Stevens Point urban area as a functional unit.

The area wide approach attempted to minimize the likelihood of poor development decisions due to a limited planning perspective. This approach also proved to minimized conflicts in development plans among neighboring communities and facilitated cooperation between units of government that had not been taking place before. These factors and concerns remained at the core of the Comprehensive Planning effort of 2001 to 2005.

Section 1.3 The Current Comprehensive Planning Process

As mentioned in the introduction to this document, the City of Stevens Point Comprehensive Plan update 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 Stevens Point Plan Commission began the City Comprehensive Planning process in earnest in February 2003. The Plan Commission met monthly through December 2005 to put together the first complete preliminary draft of the plan. As in the previous planning projects, the comprehensive planning process involved several distinct phases:

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

The next phase involves the selection of a preferred plan alternative for guiding future growth. The Land Use Element of this Plan relates how the City 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 phase 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 also used as a basis for such purposes as: subdivision plat review; zoning application review; Board of Appeals cases; annexation cases; Public Works planning and programming; and locating and planning future streets via official map powers of s. 62.23(6).

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. The director of the City's planning functions will be expected to be the general custodian of the City's Comprehensive Plan with respect to initiating the necessary updating and advising the Plan Commission and Common Council on all City matters involving recommendations in the Plan. The Director of Community Development will be expected to initiate and manage a continuing "planning process" in accord with the established principles of professional planning in which the Comprehensive Plan will be applied in the regular decision-making processes of City government. This process would include the coordination of input from other staff and other public and private sources including direct citizen involvement.

The goals and policy statements of any City plan can be expected to be value-based and subject to varying interpretations and definitions which may even be expected to differ from case to case because of different circumstances. The goals and policy statements included within this document are intended to be specific enough to provide practical guidance to the staff, to city agencies, and to the public. Even though the Community Development Director and other City staff will be regularly applying these goals and policies in working with the various programs of the Common Council's operating committees, it is understood that the Common Council alone makes the final interpretation of any goals or planning policy should there ever be a major question of interpretation.

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 City of Stevens Point.

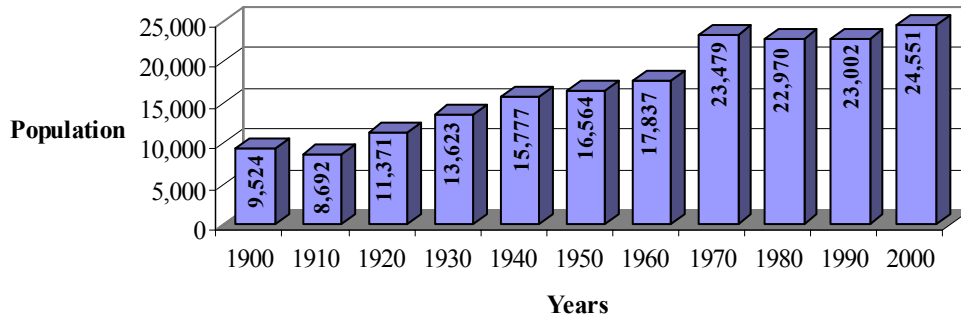
Section 1.4 Demographic Trends

For a community plan to be defensible, both professionally and legally, it must be based upon a reasonably comprehensive analysis of background factors and trends. Such an analysis is necessary to point out the trends, problems, and potentials which constitute a significant basis for the development recommendations in the City's Comprehensive Plan.

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. According to the latest census the City of Stevens Point had a 2000 population of 24,551, marking the first time in 30 years that the number of residents within the City increased to a level greater than the 1970 census. Prior to this recent jump, the City's most significant population growth since 1940 was attributed to the enrollment growth of the local state university in the decade of the 1960's during which the city's population increased 31.6 percent. From 1970 to the 1990, the City did not receive much population growth from the significant economic development and job growth which took place within its boundaries and elsewhere in the urban area. Most of the new labor force attracted to the area settled in suburban municipalities, particularly in the Village of Plover and the Town of Hull. Stevens Point is located within a larger urban area with a population of over 40,000 and within Portage County, having a 2000 population of about 67,182.

Figure 1.2: City of Stevens Point Population Change, 1900 to 2000



Source: U.S. Bureau of Census

Stevens Point’s population growth from 1970 to 2000 of 4.6% was considerably slower than the Village of Plover’s rate of 302%, as well as that of Portage County (+41%) and the State of Wisconsin (+21%) over the same period (see Table 1.1 below). According to census figures, the City actually lost population slightly between 1970 and 1990. Between 1990 and 2000, however, the census numbers show a Stevens Point population increase of 1,549. The Village of Plover gained 2,344 over the same period. The 2005 State of Wisconsin Department of Administration population estimate for Stevens Point was 25,125, an increase of 574 people since the 2000 census. The annual increase over this 5-year period represents slightly slower growth than the average annual gain for the City over the previous 10-year period. The Village of Plover 2005 estimate was 11,351, an increase of 831 people. This rate of annual increase over the 5-year period was substantially slower than Plover’s previous 10-year average population gain.

Table 1.1: Stevens Point Area Population Change, 1970 to 2005

	U.S. Census				State DOA Estimate	1970 to 2000 Change	2000 to 2005 Change	
	1970	1980	1990	2000	2005	%	#	%
City of Stevens Point	23,479	22,970	23,002	24,551	25,125	4.6%	574	2.3%
Village of Plover	2,618	5,310	8,176	10,520	11,351	301.8%	831	7.9%
Village of Whiting	1,782	2,050	1,838	1,760	1,689	-1.2%	-71	-4.0%
Village of Park Ridge	817	643	546	488	464	-40.3%	-24	-4.9%
Portage County	47,541	57,420	61,405	67,182	68,922	41.3%	1,740	2.6%
State of Wisconsin	4,417,821	4,705,642	4,891,769	5,363,675	5,580,000	21.4%	216,285	4.0%

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 the City’s residents by examining where residents were living five years prior to each of the last two census years. The “Same House” column identifies the Stevens Point 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 Stevens Point residents that lived in a home outside the City, but within Portage County, in 1995. The “Different House, Different County” column identifies the Stevens Point residents that lived in a home outside of both the City and Portage County, but within the State of Wisconsin, in 1995. The “Different State” column identifies the Stevens Point 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 City. Based on 2000 census information, the percentage of Stevens Point residents living in the same house as they did in 1995 decreased slightly from the 1990 census (from 41% to 40%), even though the number of residents in this category increased. The percentage of year 2000 Stevens Point residents who had moved into the City after living in other parts of Portage County in 1995 increased by 5% from 1990 (up to 24%). This indicates that a larger percentage of new City residents came from within Portage County than had before. The percentage of Stevens Point residents who lived in a different part of Wisconsin in 1995 before moving to the City decreased by 2% (down to 28%), and 8% percent moved to Stevens Point from another state (the same percentage as 1990). These numbers indicate again that the City is drawing increasing numbers of new residents from within Portage County.

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	
	#	%	#	%	#	%	#	%	#	%	#	%	#	%	#	%
City of 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%
Village of Plover	3,780	51%	5,155	53%	2,258	30%	2,700	28%	899	12%	1,237	13%	452	6%	652	7%
Village of Whiting	1,120	64%	980	60%	434	25%	511	31%	112	6%	81	5%	75	4%	64	4%
Village of 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.

The Urban Area incorporated communities, with the exception of the Village of Plover, exhibited similar migration trends. To summarize, Stevens Point, Whiting and Park Ridge seem to be drawing more new residents from other parts of Portage County than they did 10 years ago. The Village of Plover, on the other hand, seems to be bringing an increasing percentage of its new residents from out of County or out of State.

B. Age Distribution

As of 2000, Stevens Point accounted for 37% of Portage County’s population. Table 1.3 below details the number of Stevens Point residents in specific age groups in each of the last three census years, along with similar information for the Village of Plover and the County as a whole (see Appendix C for Park Ridge, Whiting and State of Wisconsin data). Insight into the nature of the City’s 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.

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

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

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

For example, the 5-to-14 year old cohort for Stevens Point numbered 2,200 people in 1980. This number grew to 7,893 (+259%) in 1990 (as the 5-to-14 year olds became 15-to-24 year olds), and then decreased to 3,096 in 2000 as 25-to-34 year olds. The 15-24 year old age group in any census year is greatly inflated with the addition of University students, who are included within the City’s census total population. There were, however, more residents within this particular cohort group in the year 2000 (3,096) than were present in 1980 (2,200). Altogether, 896 people joined this cohort group over a 20-year period, an increase of nearly 41%. This could be a result of college students who remain in Stevens Point after graduation. Only one other cohort group, besides the group including college-aged residents, recorded any type of increase. The 25-to-34 year old cohort group numbered 3,043 people in 1980. This number decreased to 2,259 (-26%) in 1990 (as the 25-to-34 year olds became 35-to-44 year olds), and then increased again to 2,312 (+2.4%) in 2000 as 45-to-54 year olds. Altogether, a quarter of the 35-to-44 year olds left in the 1980’s, while a small group of new 45-to-54 year olds joined this group in the 1990’s. The other Stevens Point cohort groups lost residents over time.

By comparison, 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 Plover age bracket below age 55 has increased since 1990. The City of Stevens Point has seen an overall decrease in the 25-to-44 year old cohort groups over time. The presence of college-aged people within Stevens Point skews the 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.

If you were to examine the Stevens Point age group data straight across the census years instead of diagonally, you can get a feeling for how the increase in City population in the last 10 years has been distributed. The age groups from “Under-5” through “15-to-24” have shown increases in numbers. The year 2000 25-to-34 age group dropped over 400 people from the 1990 total (here you can see the relationship between this group and the 15-to-24 year olds that precede it). The 35-to-54 year old age groups showed a strong increase in numbers (particularly the 45-to-54 year olds). The 55-to-84 year old age groups showed a decline or no gain in numbers, while the 85+ group increased by nearly a quarter. The Stevens Point population is somewhat under-represented in the 25-to-64 year olds, with 29% of County residents in these age categories, and over-represented in the under-25 and over-65 categories (45% and 41% of these County age categories, respectively).

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 City’s median age (25.6) has only increased 1.7 years since 1980. The Village of Plover and Portage County have seen much larger increases, 7.8 and 7.6 years, respectively. The City and County have historically maintained a higher percentage of their populations in the 65+ age groups. Stevens Point’s 65+ percent of population actually declined one-half percent between 1990 and 2000, even though the actual numbers increased slightly. In fact, while the City still holds the largest share of Portage County’s total 65+ population (41%), this percentage has been declining for the past 20 years (47% in 1980, 44% in 1990). The number and percentage of the Village of Plover 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 aged 65 to 85 at a level higher than the City or County as a whole. This upward trend in numbers should be considered by both Stevens Point and Village of Plover as they address future housing and services needs.

Table 1.4: Comparison of Population Aged 65+

Age	City of Stevens Point			Village of Plover			Portage County		
	1980	1990	2000	1980	1990	2000	1980	1990	2000
65 years and over	2,686 11.7%	2,931 12.7%	2,980 12.1%	193 3.6%	409 5.0%	683 6.5%	5,731 10.0%	6,603 10.8%	7,354 10.9%
Total Population	22,970	23,002	24,551	5,310	8,176	10,520	57,420	61,405	67,182
Median Age	23.9	25.5	25.6	25.1	29.2	32.9	25.4	29.3	33.0

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

C. Racial Composition of Stevens Point

The City of Stevens Point is Portage County’s most diverse community, home to a significant Hmong population as well as the University of Wisconsin – Stevens Point, which draws its student population from all over the world. Table 1.5 below compares the City’s racial composition to the Village of Plover and Portage County overall.

Stevens Point contains two-thirds of Portage County’s non-white population, including:

- 54% of the African American residents
- 46% of Native American residents
- 78% of Asian residents
- 41% of the Hispanic residents

Table 1.5: Comparison of Population Racial Composition

Race and Hispanic Origin	City of Stevens Point			Village of Plover			Portage County		
	1980	1990	2000	1980	1990	2000	1980	1990	2000
One Race									
White	22,416 97.6%	22,019 95.7%	22,718 92.5%	5,304 99.9%	8,067 98.7%	10,185 96.8%	56,629 98.6%	59,972 97.7%	64,316 95.7%
Black or African American	88 0.4%	118 0.5%	115 0.5%	0 0.0%	13 0.2%	45 0.4%	119 0.2%	161 0.3%	215 0.3%
American Indian, Eskimo, or Aleut (Alaska Native)	150 0.7%	155 0.7%	112 0.5%	0 0.0%	19 0.2%	44 0.4%	190 0.3%	255 0.4%	242 0.4%
Asian *	n/a	n/a	1,174 4.8%	n/a	n/a	100 1.0%	n/a	n/a	1,511 2.2%
Native Hawaiian or Other Pacific Islander	203 0.9%	643 2.8%	23 0.1%	0 0.0%	43 0.5%	4 0.0%	272 0.5%	786 1.3%	29 0.0%
Some Other Race	113 0.5%	67 0.3%	118 0.5%	6 0.1%	34 0.4%	43 0.4%	200 0.3%	231 0.4%	288 0.4%
Two or more races **	n/a	n/a	291 1.2%	n/a	n/a	99 0.9%	n/a	n/a	581 0.9%
Total Population	22,970	23,002	24,551	5,310	8,176	10,520	57,410	61,405	67,182
Hispanic origin (of any race)	174 0.8%	196 0.9%	395 1.6%	0 0.0%	64 0.8%	142 1.3%	422 0.7%	572 0.9%	967 1.4%

Source: US Census Bureau, 1980, 1990, 2000 Census.

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

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

D. Education Levels

Table 1.6 below compares the educational attainment, as reported in the census information, for the City of Stevens Point with the Village of Plover and Portage County overall.

Table 1.6: Comparison of Education Attainment

Ed. Attainment (Persons 25 yrs+)	City of Stevens Point		Village of Plover		Portage County	
	1990	2000	1990	2000	1990	2000
Less Than 9th Grade	1,346 11.5%	929 7.4%	223 4.7%	160 2.5%	4,065 11.6%	2,420 6.0%
9th to 12th Grade (No Diploma)	994 8.5%	930 7.5%	297 6.3%	386 6.0%	3,029 8.7%	3,019 7.5%
High School Graduate	3,856 33.0%	3,972 31.8%	2,009 42.3%	2,192 33.9%	14,082 40.2%	14,952 37.2%
Some College (No Degree)	2,096 17.9%	2,528 20.3%	652 13.7%	1,275 19.7%	5,205 14.9%	7,572 18.9%
Associate Degree	606 5.2%	864 6.9%	363 7.6%	471 7.3%	1,922 5.5%	2,802 7.0%
Bachelor's Degree	1,788 15.3%	2,155 17.3%	878 18.5%	1,389 21.5%	4,594 13.1%	6,468 16.1%
Graduate or Professional Degree	1,008 8.6%	1,104 8.8%	324 6.8%	584 9.0%	2,107 6.0%	2,910 7.2%
Total 25+ Population	11,694	12,482	4,746	6,457	35,004	40,143

Source: U.S. Census Bureau 1990, 2000

Stevens Point 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 City, and the passing of older residents who did not have the educational opportunities enjoyed today. The number and percentage of Stevens Point residents aged 25 and over that had less than a 9th grade education decreased between 1990 and 2000. The percentage of 25+ year-old residents who completed some college, or completed a college degree program rose from forty-seven (47%) percent to fifty-three (53%) percent over the same period. By comparison, the ten-year increase in attainment for the Village of Plover (46% to 57%) and Portage County as a whole (40% to 49%) was slightly higher.

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

E. Households and Income

The City of Stevens Point residential community is made up of different types of households. The U.S. 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 Stevens Point households over the last 20 years, and compares them with Village of Plover and Portage County data.

Table 1.7: Household Type Comparison, City of Stevens Point

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

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

The City is unique within Portage County in that it has a roughly 50/50 split between Family and Non-Family households (Portage County is distributed 66/34; Village of Plover is distributed 71/29). Family households, which had traditionally been the largest group within Stevens Point, have seen their percentage of total households decrease over the last 20 years, even as their number has continued to increase. Married-couple households, traditionally the largest group within the Family households, have also seen their percentage decrease over the last 20 years.

Single-father or mother headed family households have increased from 18% in 1980 to over 24% in 2000, with this rise equally attributable to the increase in single-mother or single-father headed households. Stevens Point contains 46% of Portage County's single-mother households. Non-family households, or households made up of non-related residents, have increased from 41% of all City households in 1980 to 50% in the year 2000. Stevens Point contains 55% of all County non-family households, including 50% of Portage County's householders living alone.

The Persons Per Household (PPH) calculation for both the City and the County have continued a similar shrinking trend, decreasing 0.27 and 0.39 persons respectively, over the last 20 years. The City of Stevens Point has historically had one of the lowest PPH in Portage County. The rate of decrease within the Village of Plover was more accelerated than Stevens Point or the County overall, having declined 0.54 persons per household since 1980.

Another instructive piece of information on the state of households within the City is the level of income that each household achieves. Again the census offers insight into the range of incomes present within Stevens Point; Table 1.8 below describes income trends over the last 20 years.

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

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

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

It is a testimony to both the inflation of wages and the increased earning power of the residents of Portage County that the percentages of households making greater than \$50,000 per year has increased from 3% in 1979 to almost 43% in 1999. Median household income level for the County overall has increased from \$16,659 to \$43,487 (+160%) over the period. The median income for Stevens Point increased from \$13,923 in 1979 to \$33,178 in 1999 (+138%). The City still lags 35% behind the Village of Plover and 24% behind the County overall in median household income level. This difference in income can be caused by a number of factors, including the City's large college student population (a group that generally is not engaged in full-time work while attending school) and large single-parent population.

With the examination of income information, the City 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 1.9: 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 lists the census information on poverty for households within the City of Stevens Point, Village of Plover, and Portage County as a whole. According to 2000 census information, the City of Stevens Point had a larger percentage of its total households living below the poverty level (17.3%) than either the Village of Plover (5.5%), or the County overall. As referenced above in the discussion of median income, the presence of the City’s large college student population (a group that generally is not engaged in full-time work while attending school), and a large single-parent population impact the poverty statistics.

According to the City of Stevens Point Community Development Department, in spring of 2003 there were 6,308 students enrolled in college or technical school in Stevens Point, with 2,871 living in UW-Stevens Point dorms and 3,437 other university and technical school students living elsewhere in Stevens Point. This fact can help shed light on information from the 2000 census. As detailed in Table 1.10, non-family householders under the age of 25, the group most likely to include the resident student population, accounted for over 66% of the non-family households with incomes below poverty level. Stevens Point is home to 45% of the total population of this age group within all of Portage County.

In terms of the impact of single parent householders on the poverty statistics, Stevens Point is home to 35% single-father family households and 46% of the single-mother family households within Portage County. According to the 2000 census 224 (or 75%) of the City’s family households with income below the poverty level were female-householder family households.

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

Households with Income Below Poverty Level	City of Stevens Point		Village of Plover		Portage County	
	1989	1999	1989	1999	1989	1999
Family Poverty Households <i>(percent of Poverty Households)</i>	439	298	97	121	1,051	725
	32.2%	18.6%	47.5%	54.8%	38.7%	29.0%
Married-Couple Families <i>(percent of Family Pov. Households)</i>	202	61	36	58	590	284
	46.0%	20.5%	37.1%	47.9%	56.1%	39.2%
Other Family, Male Householder <i>(percent of Family Pov. Households)</i>	26	13	6	0	46	49
	5.9%	4.4%	6.2%	0.0%	4.4%	6.8%
Other Family, Female Householder <i>(percent of Family Pov. Households)</i>	211	224	55	63	415	392
	48.1%	75.2%	56.7%	52.1%	39.5%	54.1%
Non-Family Households <i>(percent of Poverty Households)</i>	926	1,305	107	100	1,666	1,777
	67.8%	81.4%	52.5%	45.2%	61.3%	71.0%
Male Householder <i>(percent of Non-Family Pov. Households)</i>	n/a	586	n/a	52	n/a	784
		44.9%		52.0%		44.1%
Under age 25 <i>(percent of Male Pov. Householders)</i>	n/a	426	n/a	7	n/a	448
		72.7%		13.50%		57.1%
Female Householder <i>(percent of Non-Family Pov. Households)</i>	n/a	719	n/a	48	n/a	993
		55.1%		48.0%		55.9%
Under age 25 <i>(percent of Female Pov. Householders)</i>	n/a	439	n/a	22	n/a	486
		61.1%		45.8%		48.9%
Households Below Poverty Level <i>(percent of Total Households)</i>	1,365	1,603	204	221	2,717	2,502
	18.2%	17.3%	7.1%	5.5%	12.7%	10.0%
Total Households	7,511	9,276	2,870	4,000	21,336	25,112

Source: U.S. Census Bureau Census 2000 SF 3 Table P92

The City has, however, made important progress in reducing the number and percentage of the total population and families living below the poverty level (at a higher rate of reduction than Plover or the County overall). Stevens Point has also reduced its percentage of seniors 65+ living below the poverty level, although at a slower rate than Plover or the County as a whole (see Table 1.11 below).

Table 1.11: Poverty Comparison, City of Stevens Point, Village of Plover, Portage County

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

Source: U.S. Census Bureau

F. Employment Characteristics

Table 1.12 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 City were employed by, and is not a listing of the employment currently located within Stevens Point. The discussion of the City's economy will take place within the Economic Development Element of this Comprehensive Plan.

Table 1.12: Summary of Employment by Industry

Industry	City of Stevens Point			Village of Plover			Portage County		
	1980	1990	2000	1980	1990	2000	1980	1990	2000
Agriculture, Forestry, Fisheries, Mining	122 <i>1.2%</i>	132 <i>1.2%</i>	108 <i>0.9%</i>	37 <i>1.5%</i>	114 <i>2.6%</i>	56 <i>0.9%</i>	1,816 <i>7.3%</i>	1,755 <i>5.8%</i>	1,241 <i>3.5%</i>
Construction	325 <i>3.1%</i>	264 <i>2.4%</i>	451 <i>3.6%</i>	50 <i>2.0%</i>	196 <i>4.4%</i>	240 <i>3.9%</i>	1,004 <i>4.0%</i>	1,297 <i>4.3%</i>	1,707 <i>4.8%</i>
Manufacturing	1,494 <i>14.1%</i>	1,360 <i>12.5%</i>	1,617 <i>12.9%</i>	632 <i>25.4%</i>	971 <i>21.8%</i>	1,102 <i>18.1%</i>	4,637 <i>18.6%</i>	5,373 <i>17.8%</i>	6,314 <i>17.7%</i>
Transportation, Warehousing, Utilities	398 <i>3.8%</i>	384 <i>3.5%</i>	549 <i>4.4%</i>	132 <i>5.3%</i>	199 <i>4.5%</i>	299 <i>4.9%</i>	1,214 <i>4.9%</i>	1,511 <i>5.0%</i>	1,948 <i>5.5%</i>
Information	~	~	346 <i>2.8%</i>	~	~	141 <i>2.3%</i>	0.0%	0.0%	835 <i>2.3%</i>
Communications/ Other Public Facilities	175 <i>1.7%</i>	152 <i>1.4%</i>	~	17 <i>0.7%</i>	55 <i>1.2%</i>	~	325 <i>1.3%</i>	367 <i>1.2%</i>	0.0%
Wholesale Trade	290 <i>2.7%</i>	378 <i>3.5%</i>	336 <i>2.7%</i>	114 <i>4.6%</i>	164 <i>3.7%</i>	298 <i>4.9%</i>	885 <i>3.5%</i>	1,026 <i>3.4%</i>	1,235 <i>3.5%</i>
Retail Trade	2,238 <i>21.2%</i>	2,486 <i>22.8%</i>	1,940 <i>15.5%</i>	360 <i>14.5%</i>	756 <i>17.0%</i>	866 <i>14.2%</i>	4,317 <i>17.3%</i>	5,667 <i>18.8%</i>	4,813 <i>13.5%</i>
Finance, Insurance, Real Estate	1,264 <i>12.0%</i>	1,053 <i>9.7%</i>	1,190 <i>9.5%</i>	424 <i>17.1%</i>	681 <i>15.3%</i>	769 <i>12.6%</i>	2,971 <i>11.9%</i>	3,359 <i>11.1%</i>	3,682 <i>10.3%</i>
Professional, Management, Administrative	~	~	729 <i>5.8%</i>	~	~	309 <i>5.1%</i>	0.0%	0.0%	1,627 <i>4.6%</i>
Business and Repair Services	229 <i>2.2%</i>	371 <i>3.4%</i>	~	82 <i>3.3%</i>	147 <i>3.3%</i>	~	518 <i>2.1%</i>	941 <i>3.1%</i>	
Personal Services	~	373 <i>3.4%</i>	~	~	88 <i>2.0%</i>	~	0.0%	777 <i>2.6%</i>	0.0%
Arts, Entertainment, Recreation Services	322 <i>3.0%</i>	212 <i>1.9%</i>	1,519 <i>12.1%</i>	62 <i>2.5%</i>	62 <i>1.4%</i>	475 <i>7.8%</i>	734 <i>2.9%</i>	388 <i>1.3%</i>	3,005 <i>8.4%</i>
Educational, Health, Social Services	3,103 <i>29.3%</i>	2,735 <i>25.1%</i>	3,047 <i>24.3%</i>	482 <i>19.4%</i>	771 <i>17.3%</i>	1,211 <i>19.9%</i>	5,331 <i>21.4%</i>	5,617 <i>18.6%</i>	7,192 <i>20.2%</i>
Other	288 <i>2.7%</i>	690 <i>6.3%</i>	442 <i>3.5%</i>	48 <i>1.9%</i>	192 <i>4.3%</i>	149 <i>2.4%</i>	624 <i>2.5%</i>	1,362 <i>4.5%</i>	1,236 <i>3.5%</i>
Public Administration	325 <i>3.1%</i>	296 <i>2.7%</i>	273 <i>2.2%</i>	46 <i>1.9%</i>	60 <i>1.3%</i>	179 <i>2.9%</i>	571 <i>2.3%</i>	710 <i>2.4%</i>	842 <i>2.4%</i>
Total Employed Persons	10,573	10,886	12,547	2,486	4,456	6,094	24,947	30,150	35,677
Unemployed Persons	744	691	1,301	130	163	215	2,013	1,590	2,255
Total Labor Force	11,317	11,577	13,848	2,616	4,619	6,309	26,960	31,740	37,944
Percent Unemployed	6.6%	6.0%	9.4%	5.0%	3.5%	3.4%	7.5%	5.0%	5.9%
Persons 16 Years +	~	19,343	20,604	~	5,763	7,919	~	47,202	53,135

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

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 1.12 is not entirely consistent for comparison between these years. The Table attempts to place the three census years in a useable context.

Section 1.5 Conclusions – Demographic Trends

- A. The population of the City changed little from 1970 (23,479) to 1990 (23,002). Population increased more rapidly from 1990 (23,002) to 2000 (24,551), an increase of 1,549 people.
- B. Between 1985 and 1995 Stevens Point had the lowest percentage of residents living in the same residence in the urban area.
- C. Stevens Point represents 37% of the County population (2000).
 - 1) Total Stevens Point population 37% of total county population
 - 2) The City's under 25 age group accounts for 45% of that County population age group
 - 3) The 25-64 age group accounts for 29% of that County population age group
 - 4) The over 65 age group accounts for 41% of that County population age group
 - 5) This means the City is over represented in the younger and older age groups. These groups represent generally lower wage earner groups.
- D. 50% of all non-family households 65 years or older reside in Stevens Point
- E. People of Asian descent represent the largest minority group in the city and the county;
 - 1) 4.8% of the total City population.
 - 2) 78% of all County residents of Asian descent reside in the City.
- F. 50% of City households are family households; 50% are non-family households. This is an unusually high percentage of non-family households.
- G. Stevens Point median household income is \$33,178 compared \$51,238 in the Village of Plover.
- H. Family household income (which excludes single UW students) lags behind the family income totals from other urban municipalities.
- I. 17% of Stevens Point households were listed below the poverty level (1999). 3% of those households were family households; 14% were non-family households. 10% of the total households below poverty were non-family households under the age of 25.
- J. University students constitute a high proportion of the City population, thereby contributing diversity and richness to the population. For example, the availability of students in the labor force for a wide variety of specialized jobs and public services is an asset to the business community and the City in general. The high student density in the center of the City has also resulted in some neighborhood conflicts and housing problems which is being well managed through university/community programs.
- K. The City is not an island, but rather is part of a larger urban area where many other units of government make decisions affecting the City concerning areas to be developed for population and job growth. There should be concern for balanced community development. The City's strong record of increasing employment in the City should be balanced by a strong policy of providing nearby housing opportunities conducive to walking and bicycling to work and transit usage in the interest of an energy efficient community.

- L. The annexation of lands important to the City growth is an important need. State laws constitute impediments to logical annexations at this time.
- M. Financing the extension of City services to good areas for housing growth is an important need.

Section 1.6 Forecasts

Planning for the continuing development of the City must be underpinned by good growth assumptions and projections.

A. The Limitations Of Growth Projections

In a democratic society, planning is most important not as a device to control change, but to help adapt to it. Growth in the City is determined more by private sector economics than by local governmental actions.

Planning programs cannot precisely project the scale of such growth over the long run, and must therefore stand ready to respond to possible dramatic changes, especially for areas that have extraordinary growth potential. There is such potential in the Stevens Point area. The City planning program and Comprehensive Plan are not ends in themselves. They are tools to facilitate the statutory planning and development decisions required of elected officials who are the ultimate city planners by virtue of their decision-making powers.

Future levels of population and land use flow from the economic growth of an area - generally, job growth. However, future job levels are not projected as a starting point for this Plan's other projections because of the unknown and highly variable factors in economic growth and industry's expansion and location plans. Also, the population and land use impacts from economic development within any planning jurisdiction typically occurs over an area extending far beyond that jurisdiction. Even if such job projections were possible, they could not provide a direct relationship to City land use and population impacts. This was quite apparent during the 1970's when many new jobs were established in Stevens Point, but the City's population did not increase since many of these new employees ended up living outside the city limits.

After acknowledging that economic factors are primary in determining future growth levels, but that such economic projections are also not always possible with useful accuracy, then it becomes necessary to use population as the City's primary measure of its future growth. Such projections are nevertheless based upon general assumptions about economic growth.

Population can be projected on the basis of actual or assumed rates of population increase, and land use needs can then be projected on the basis of actual (or assumed) ratios of land use types per unit of population. Appendix D contains the methodology used for this Plan's projections,

The City's growth projections should be reevaluated regularly since economic and other growth determinants are subject to unpredictable variation.

B. Population Projections

Much care must be exercised in selecting a method for projecting the population of small units of government. Many population projections have proven to be faulty because methods were used which rely upon rigid scientific formulas, some of which just project past trends in a straight line into the future. These traditional scientific projection methods are often inappropriate. The City of Stevens Point Plan Commission has adopted the following projected population total for the planning period: Year 2010: 26,658 Year 2015: 28,134 Year 2025: 29,610

C. Household Projections

Portage County Planning staff has analyzed the Stevens Point “persons per household” (PPH) calculation and the vacancy rate trends over time, and anticipates a future average occupancy rate of 2.17 persons per household and an average vacancy rate of 4% by the year 2025 (see Appendix D for a description of the methodology used for this calculation). When PPH is combined with the anticipated future population of 29,610 persons, and taking into consideration an average vacancy rate of 4% for the City, we can project the need for a total of 14,191 housing units in 2025. If the number of housing units existing in 2000 (9,749) is subtracted from the anticipated number of housing units in 2025 (14,191) we can anticipate that there will be a need for approximately 4,442 new housing units over the next twenty years. These units can be contained in either single-unit or multiple-unit structures.

D. Employment Projections

The Wisconsin Department of Workforce Development estimated that in 2004 there were 33,406 jobs in Portage County, with 22,113 (66%) being located within Stevens Point. 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 Stevens Point’s current percentage of County employment were carried forward, and this County-wide projection was achieved, the City would be home to nearly 11,000 new jobs by the end of the planning period.

Section 1.7 County-wide Context for Planning for the Future

It is important for any city planning program, especially its growth projections, to be placed within a larger framework - typically a county framework. This helps reinforce the validity of the projections and follows conventional practice. Obviously, Stevens Point’s growth is highly dependent upon economic development and resultant population trends in a market area encompassing a much larger region than the City. Also, the amount and types of land uses within the City is related to the overall potential and distribution of such uses within the greater Stevens Point urban area.

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

It is anticipated that the population of Stevens Point will increase from 24,551 in 2000 to 29,610 by the year 2025. This 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 City should strive to direct growth within a compact area suitable for development.

Each succeeding section of this Comprehensive Plan will identify the specific goals for dealing with the development issues of a particular category of City development. These goals are intended to be goals of the City Council and ultimately of the City residents. This Plan must, therefore, rely upon the Aldermen and the Plan Commission members to verify the appropriateness of the goals initially suggested and offered for adoption. Because these goals are value-based and represent general conditions, the City Council will decide the interpretation and application of any planning goal where differences of opinion exist.

The Plan Commission and Council should strive to amend the goal statements as City values, aspirations, and needs change. The City’s professional staff will not always have as good a feeling for this as the people’s elected representatives will. Any Plan amendment should include

input from citizens. All the goals and policies in this Comprehensive Plan are intended to apply to the City's extraterritorial area when legally possible and appropriate.

A. Overall Stevens Point Development Goals

The following 12 goal statements provide a general definition of the City's selected "Growth Management" philosophy and are the overall development goals of Stevens Point residents and taxpayers. These ideas are expanded on within the individual chapters of this Comprehensive Plan.

1. MANAGED GROWTH - Guidance of community development according to the overall growth policy of "Managed Growth" as adopted and described in Chapter 8 of this Comprehensive Plan.
2. QUALITY OF LIFE — Development patterns and policies that promote the economic, social, and environmental well being of the City through new jobs, recreational and cultural opportunities, good transportation, adequate commercial services, energy efficient growth patterns, and promotion of the health and safety of City residents.
3. GOOD LIVING ENVIRONMENTS - The maintenance and development of healthy, safe, and aesthetic living environments including provision of necessary public services; avoidance and elimination of blight and substandard housing conditions; the protection of property rights and values; protection against incompatible land use; protection from exclusionary housing; and providing opportunities for diversity of housing to satisfy the diversity of the local housing market.
4. GOOD LAND USE PLANNING - To work for good balance between the built environment and the natural environment. This includes the promotion of harmonious relationships between urban, fringe area, and rural development. Mixed use development is recommended, while costly urban sprawl is to be avoided. Such planning includes an overall urban development strategy directed at the conservation, rehabilitation, redevelopment, and historic preservation of the existing City with emphasis on the central city, particularly its Central Business District.
5. ANNUAL PLANNING AND DEVELOPMENT STRATEGY - Enactment of an annual "strategy" by the Planning Commission which will be an action plan for accomplishing specific goals and programs of the Comprehensive Plan judged to be important for that year.
6. GOOD DEVELOPMENT ORDINANCES - Enactment and enforcement of the necessary growth management ordinances and programs in the City to achieve effective implementation of goals, policies, and plans of this Plan.
7. INTER-GOVERNMENTAL COOPERATION - Pursuit of joint ventures and cooperation among local and County governments for the more economical provisions of essential public services on an area wide basis where possible.
8. TAX BASE GROWTH - Growth in the City tax base aided by the promotion and acceptance of development that demonstrates net positive fiscal benefits to the City.
9. COST-EFFECTIVE PUBLIC SERVICES - A system of public services which is planned and implemented to be as cost-effective as possible to City taxpayers while providing the necessary quality of services. Because many public services involve tax dollar invest-

ments in facilities having long life spans, the cost-effectiveness determinations should be based upon long-term rather than short-term considerations.

10. LOCAL CONTROL - Retention of the greatest local control possible in dealing with federal, state, and regional programs.
11. CITIZEN INPUT - Active citizen participation opportunities in City planning and development programs and decisions.
12. INTERRELATED GOALS AND PLANS - It is an overall goal that all official development plans, goals, and policies be developed in consideration of each other by way of basic comprehensive planning principles. The basic purposes are to avoid unnecessary conflicts, minimize public costs, and for one plan to help support other City plan components.