

CHAPTER 1 Issues and Opportunities for Comprehensive Planning in the Town of Eau Pleine

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 intergovernmental 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 Town. It examines where the Town 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 governmental leaders, private enterprise, and individuals so that the Town development-related decisions are sound, practical and consistent.

Section 1.1 Description and Brief History of Planning Area

The Town of Eau Pleine is located in the northwest corner of Portage County. The Town (political unit) includes all of the Congressional Township T24N-R6E and the western portion of T25N-R7E. As a result, the Town of Eau Pleine ranks as the 5th largest in the County, encompassing a total area of approximately 36,726 acres or 57.38 square miles. The Town is bordered on the north by Marathon County, on the south by the Town of Carson and the Village of Junction City, on the west by Wood County, and on the east by the Wisconsin River and Lake DuBay (Map 1.1)

The following excerpt is taken from the Online Archives of the Portage County Historical Society:

Just before the turn of the century, Eau Pleine was a gem of a town - or a mineral to be precise.

Legend has it that a Mrs. John Kniec, living on an Eau Pleine farm, had found a mineral in her cellar that she used to blacken or polish her stove, according to “Our County Our Story,” by Malcolm Rosholt. When word got out, this mineral was found to be graphite.

Graphite was useful then for foundry facing, pipe joint paste and structural iron paints. Today it also is used for lead in pencils, crucibles, lubricants and electrodes.

In 1896, a man by the name of Frank E. Taggart took the bull by the horns and organized a company called Portage County Graphite and Mineral Paint Manufacturing Company. The company was reformed two years later as Wisconsin Graphite.

In less than two years, the company was turning out several tons of paint and paste a day, according to Rosholt. When a Pittsburgh company took over the stock, it installed a new plant on the site of the McDill mill dam, he wrote.

Taggart and two other partners formed Pioneer Graphite Company in 1902. Natural disasters eventually did the company in, though. The mill first was hit by a tornado, and later by fire, which proved too much for the owners. They discontinued operations in 1921, "Our County Our Story" states.

Eau Pleine wasn't known only for its graphite, though. In the early days, it wasn't a corner town as it is now, rather it spanned the Wisconsin River with 54 sections.

Eau Pleine, meaning "full water," was the perfect place to create a dam. Naturally, along with a dam were several early sawmills. Later, the dam area was made into a lake and power site named after John DuBay, who once operated a nearby trading post.

A substantial community started up after the arrival of the Wisconsin Valley Railroad north of one mill. The community contained a planing mill, two stores, a dance hall, boarding house, horse barns and more than 20 permanent residences.

One settler, Sylvester Crocker, was a blacksmith and miller by profession. He was a veterinarian in his spare time, according to "Our County Our Story." The area where he lived came to be called Crockers Landing. A sign welcoming travelers stated: "Crockers Landing - Make it Yours," Rosholt wrote in "Our County Our Story."

Another Eau Pleine resident, Don Carlos Hall, became a famous showman around the turn of the century. He traveled in a private railroad car with his company. Hall and his wife are buried in Union Cemetery. The headstone bears a cameo-sized photograph of the couple - the only one like it in the county, according to Rosholt.

Eau Pleine was formed in 1851, and finally attained its present size in 1899 (used by permission from the Portage County Historical Society).

The DuBay Dam was added in 1942 to stop the flooding that occurred in Eau Pleine each spring. A bridge that had stood on the Little Eau Pleine for 91 years was replaced in 1989 with Federal funds.

Up until 1970, the Town of Eau Pleine was a typical rural agriculture based community with a steadily declining population, due mostly to the changes in the agricultural economy. However, during the 1970's, the population of the Town experienced a 23% increase. Since 1990, the Town has again undergone a slow decline in the number of inhabitants.

To accommodate growth that may occur, tracts of land that are now void of development may see homes, farms and some businesses. If new development is not properly managed, the Town may find itself faced with unnecessarily inflated expenditure requirements for the provision of its limited services to the new areas. This Comprehensive Plan will analyze all of the lands within the Town of Eau Pleine corporate boundary, and include short and long range recommendations for residential, commercial and industrial development, as well as the protection of important farmlands and other natural resources as determined by the residents of the Town of Eau Pleine.

Section 1.2 Past Planning In Eau Pleine

1986 Land Use Plan

At the request of the Eau Pleine Town Board, initial preparations for the development of a Town Land Use Plan were begun by the Portage County Planning Department in April of 1985. A citizen opinion survey was mailed to all landowners in the Town in May of 1985, to help identify local issues and concerns. The results of the survey were used in developing the Land Use Plan to assure that consideration was given to the needs of the Town as a whole.

A five member citizen Planning Committee was appointed by the Town Board to assist the County Planning Department and Town Board in the development of the Land Use Plan and subsequently in updating the Town zoning map. The Town Planning Committee first met to begin work on this project on November 6, 1985. A total of nine public meetings were held at the Town Hall during the preparation of that document. The local planning process culminated with a joint meeting of the Planning Committee and Town Board on September 10, 1986, during which the recommendations and policies contained in the Plan were presented in a public forum. After consideration of all public input and the interests of the Town as a whole, the Town Planning Committee and Town Board officially adopted the Land Use Plan.

The Plan presented long-range recommendations for developing or protecting lands throughout the Town and was to serve as a basis for updating the Town's zoning map to reflect changing conditions and needs.

Section 1.3 Initial Comprehensive Plan and Current Update Process

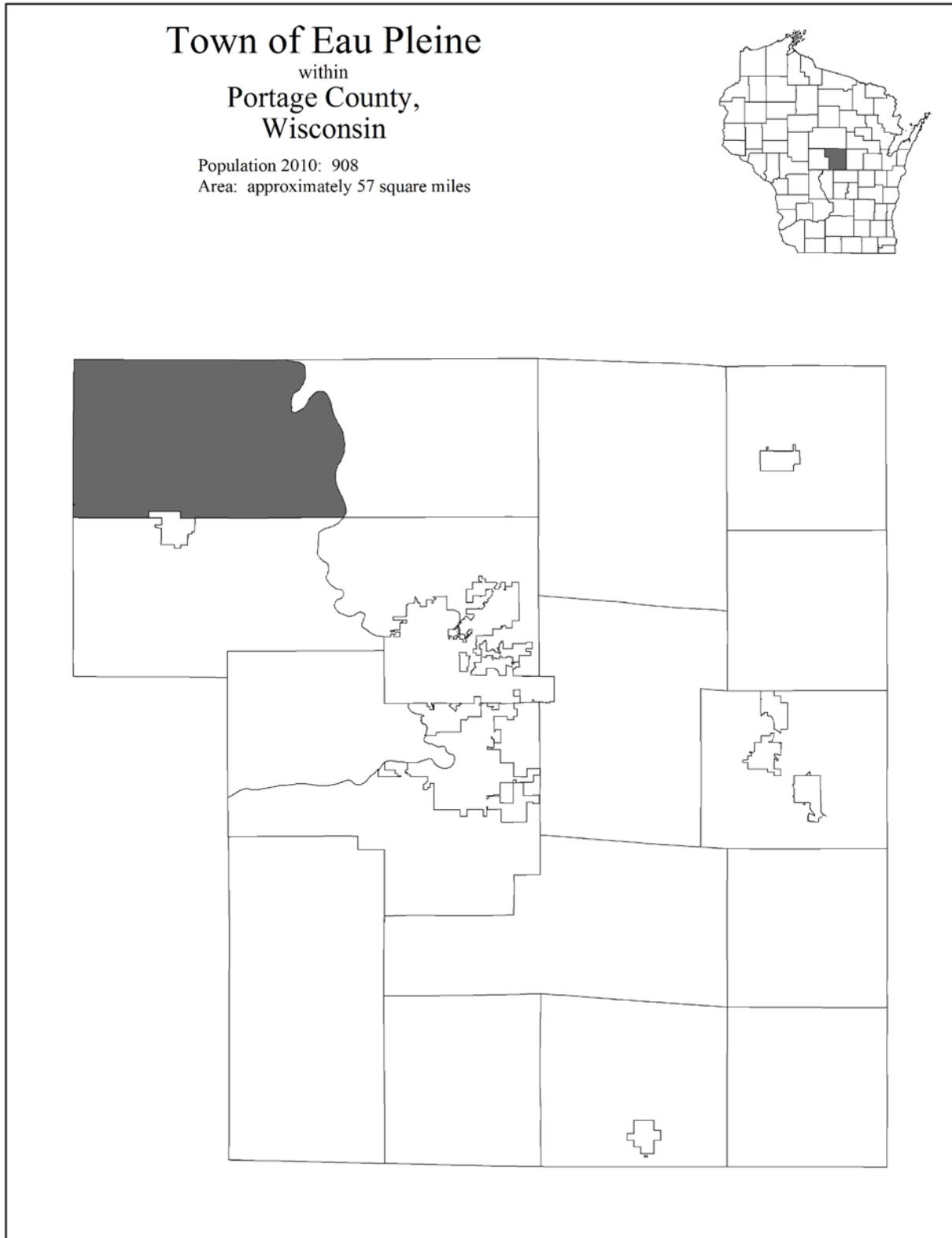
As mentioned in the introduction to this document, this Town of Eau Pleine Comprehensive Plan had its beginning as a part of the County-wide planning project started in June 2001. The Portage County Planning and Zoning Committee generated preliminary County-wide goal suggestions for the nine required Plan elements. This information was then forwarded to all local units of government in the fall of 2002. Utilizing the information provided by Portage County, the Town of Eau Pleine Plan Commission began the Town Comprehensive Planning process in earnest in January 2003. The Plan Commission met monthly (through January 2005) to put together the first complete preliminary draft of the plan. The plan was adopted by the Eau Pleine Town Board on July 13, 2005. The Comprehensive Planning process involved several basic steps:

The first step involved research. Activities included acquiring a thorough knowledge of the existing community setting on a variety of topics, identifying problems that require solutions, and creating community goals, and establishing goals and objectives for growth and development. The second step involved 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 steps involved the development of different plan alternatives for guiding future growth. The Land Use Element relates how the Town 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, and other anticipated land uses 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.

Figure 1.1: Town of Eau Pleine Area



Three major tools of implementation are the Zoning Ordinance, subdivision regulations, and capital improvements program.

This update to the Plan, begun in January 2013, follows the same planning steps as the 2005 Plan. 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 local government 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 Town of Eau Pleine.

Section 1.4 Demographic Trends

The demographic information in the Comprehensive Plan comes from the U.S. Census Bureau. Through the Census the name, sex, age, date of birth, race, ethnicity, relationship and housing tenure is collected on every individual in the United States every ten years. Starting with the 2010 Census, the method of collecting data beyond this primary information has been changed. The more detailed socioeconomic information once collected during each Census is now collected annually by the American Community Survey (ACS), which began sampling in 2005.

The ACS is a branch within the U.S. Census Bureau. The Survey is sent to a small percentage of the population each year on a rotating basis throughout the decade. Information for large metropolitan areas is available every year. For urban areas like the City of Stevens Point and Portage County as a whole, estimates are based on a 3 year average. Data at the Town level is based on a 5 year average.

The tables and figures provided below use the U.S. Census or ACS data. This data is available via the American Fact Finder search site at the <http://factfinder2.census.gov/> web site. When looking at the tables and figures remember that they are in many cases estimates and not based on a complete count. The point is that the Census or ACS data is an estimate that may have some error, but it is the most accurate measure of what is happening within your Town that is available.

The tables and figures below compare the Town of Eau Pleine, Towns Average, and Portage County as a whole. The Towns Average is the result of the Town of Eau Pleine compared against the other 16 Towns in Portage County. Portage County data is for the entire County.

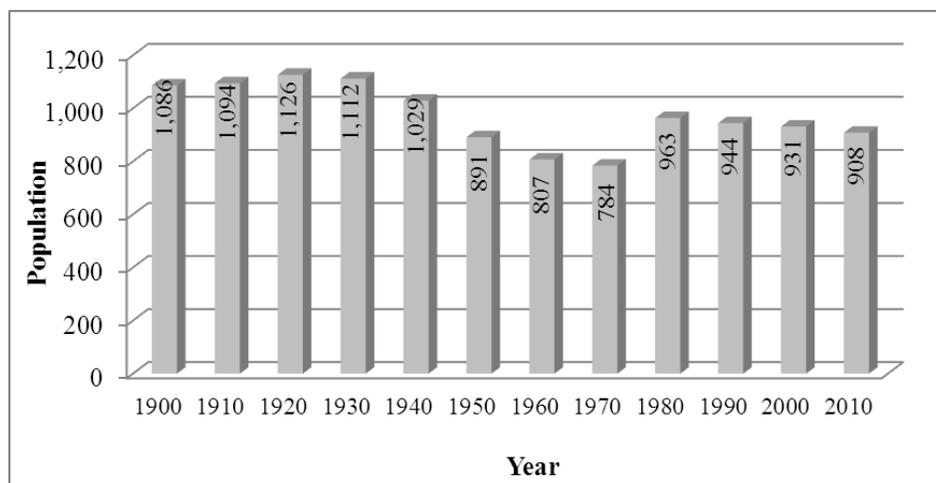
A. Population Growth

Census data reveal two major, historical population trends for the Town of Eau Pleine (Figure 1.2). The first major trend was a steady decline in the Town's population over a forty-year period from 1930 to 1970. This was characteristic of a rural-to-urban population movement that occurred during that period on a County, State and nation wide basis. This declining population trend was reversed in the 1970's, with the Town experiencing an upturn in population as urban residents began moving back to rural or semi-rural areas. Eau Pleine grew by 23% during the

1970's. This change was characteristic of a broader urban-to-rural movement at the County, State and national levels. In Portage County, the impact of this migration back to the rural areas occurred earlier and was greater in those towns located adjacent to the larger population centers.

After the growth spurt of the 1970's, the population has seen a period of decline, although less pronounced than 1930 to 1970 (Table 1.1). From 1980 to 2010, population decreased by 5.7%. The loss experienced by the Town of Eau Pleine over the past thirty years is another trend of rural-to-urban movement to Stevens Point, Plover, or other urban areas. Wausau and Marshfield may continue to be an influence in population loss/growth for Eau Pleine in the future.

Figure 1.2: Town of Eau Pleine Population Change, 1900 to 2010



Source: U.S. Bureau of Census, 1900 - 2010

Table 1.1: Eau Pleine Comparison Population Change, 1970 to 2010

	1970	1980	1990	2000	2010	2000-2010 Change	1980-2010 Change
Town of Eau Pleine	784	963	944	931	908	-2.5%	-5.7%
Town of Carson	1,295	1,441	1,327	1,299	1,305	0.5%	-9.4%
Town of Linwood	773	1,082	1,035	1,111	1,121	0.9%	3.6%
Town of Dewey	575	803	849	975	932	-4.4%	16.1%
Portage County	47,541	57,420	61,405	67,182	70,019	4.2%	21.9%

Source: U.S. Census Bureau 1970 - 2010

Population growth is a combination of many factors including birth, death, in and out migration. By examining migration patterns for the residents of the Town of Eau Pleine, we can better understand the cause for growth in the community (Table 1.2). Altogether, this information provides insight into the nature and pace of new residents moving into the Town.

Based on 2010 American Community Survey information, nearly ninety-six percent of the Town's residents lived in the same house the previous year. This would show that long-term residents comprise the great majority of the total population.

Table 1.2: Place of Residence for Town Residents, One Year Prior to 2010

	□year ago		Within same county		Different county, same state		From a different state	
	Count	Percentage	Count	Percentage	Count	Percentage	Count	Percentage
Town of Eau Pleine	851	95.6%	15	1.7%	17	1.9%	7	0.8%
Town of Carson	1,114	96.8%	32	2.8%	5	0.4%	0	0.0%
Town of Dewey	1,041	98.8%	7	0.7%	0	0.0%	6	0.6%
Portage County	55,399	80.9%	8,134	11.9%	4,037	5.9%	926	1.4%

Source: ACS 2006-2009

B. Age Distribution

Table 1.3 below details the number of Town residents that occupied specific age groups in each of the last three Census years, along with similar information for an average of all Portage County Towns and the County as a whole.

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

Age	Town of Eau Pleine			Town Average			Portage County		
	1990	2000	2010	1990	2000	2010	1990	2000	2010
Under 5 years	75 7.9%	45 4.8%	67 7.4%	120 7.8%	98 6.0%	82 5.2%	4,266 6.9%	3,964 5.9%	3,891 5.6%
5 to 14 years	156 16.5%	156 16.8%	88 9.7%	277 17.9%	259 15.9%	206 13.1%	9,080 14.8%	9,118 13.6%	8,095 11.6%
15 to 24 years	128 13.6%	105 11.3%	97 10.7%	204 13.2%	204 12.5%	178 11.3%	13,081 21.3%	13,983 20.8%	14,038 20.0%
25 to 34 years	140 14.8%	101 10.8%	106 11.7%	245 15.9%	187 11.5%	143 9.1%	9,897 16.1%	8,322 12.4%	8,431 12.0%
35 to 44 years	148 15.7%	164 17.6%	103 11.3%	253 16.4%	297 18.2%	210 13.4%	8,690 14.2%	10,261 15.3%	7,991 11.4%
45 to 54 years	90 9.5%	148 15.9%	155 17.1%	163 10.5%	266 16.3%	301 19.2%	5,489 8.9%	8,945 13.3%	10,180 14.5%
55 to 64 years	95 10.1%	79 8.5%	168 18.5%	149 9.7%	154 9.4%	244 15.5%	4,299 7.0%	5,235 7.8%	8,438 12.1%
65 to 74 years	68 7.2%	82 8.8%	69 7.6%	87 5.6%	96 5.9%	128 8.2%	3,610 5.9%	3,791 5.6%	4,723 6.7%
75 to 84 years	35 3.7%	40 4.3%	43 4.7%	39 2.5%	52 3.2%	59 3.7%	2,273 3.7%	2,565 3.8%	2,846 4.1%
85 years and over	9 1.0%	11 1.2%	12 1.3%	9 0.6%	15 0.9%	18 1.1%	720 1.2%	998 1.5%	1,386 2.0%
TOTAL	944	931	908	1,546	1,628	1,569	61,405	67,182	70,019
Median Age	33.2	39.3	44.6	32.2	37.7	43.8	29.3	33.0	35.8

Source: U.S. Census Bureau, 1990, 2000 and 2010 Census, Summary File 1 (SF 1) 100-Percent Data.

Further insight into the nature of the Town’s population change over time can be gained through examining how the different age groups change as they move through their life cycles. Age groups for the Towns and County (or “cohorts” as they are called when tracking a group of same-aged people) have been displayed in 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

and white boxes within Table 1.3 indicate the path of each age cohort through the three Census periods.

The 35-to-44 year old cohort for the Town of Eau Pleine numbered 148 in 1990. Their number held steady in 2000, and increased by 20 persons by the year 2010 (as they became 55-to-64 year olds) to become the largest cohort in the Town. This is not reflected in either the Town Average or Portage County numbers. The typical trend in aging populations is for the number of residents of each cohort to hold or decline over time.

The “median age” is the point where ½ of the population lies above and ½ lies below; the older this age is, the older the overall population for a place is becoming. In 2010, the median age for the Town of Eau Pleine was 44.6 years. This rate has increased by over eleven years since 1990, with the rate of increase holding steady over the two decades. The other Towns across Portage County have seen their median age increase at a similar pace (11.6 years).

As one would expect with the rise in median age, the percentage of the population for the Towns within Portage County over the age of 65 has been trending upward since 1990 as well. The Town of Eau Pleine 65+ population segment increased from 11.9% of total population in 1990 to 13.6% in 2010. The average Portage County Town saw this segment increase from 8.7% to 13%, and the County as a whole increased from 10.8% to 12.8%.

C. Education Levels

As is typical across the different municipal divisions within Portage County, the Town of Eau Pleine raised its’ overall educational attainment over the last 20 years (Table 1.4). This achievement is a result of the combination of in-migration, continued educational involvement by the existing residents of the Town and the passing of older residents who did not have the educational opportunities enjoyed today.

Table 1.4: Comparison of Educational Attainment for Residents 25 Years and Older

Ed. Attainment (Persons 25 yrs+)	Town of Eau Pleine			Town Average			Portage County		
	1990	2000	2010	1990	2000	2010	1990	2000	2010
Less Than 9th Grade	100 16.6%	59 9.4%	28 4.2%	119 13.5%	66 6.1%	45 4.3%	4,065 11.6%	2,420 6.0%	1,577 3.8%
9th to 12th Grade (No Diploma)	100 16.6%	51 8.1%	38 5.7%	81 9.1%	87 8.1%	76 7.2%	3,029 8.7%	3,019 7.5%	2,415 5.9%
High School Graduate	237 39.4%	273 43.5%	267 39.7%	396 44.8%	451 42.1%	447 42.5%	14,082 40.2%	14,952 37.2%	14,911 36.4%
Some College (No Degree)	70 11.6%	101 16.1%	116 17.3%	116 13.1%	189 17.7%	175 16.7%	5,205 14.9%	7,572 18.9%	8,143 19.9%
Associate Degree	22 3.7%	36 5.7%	84 12.5%	44 5.0%	75 7.0%	92 8.7%	1,922 5.5%	2,802 7.0%	3,263 8.0%
Bachelor's Degree	58 9.6%	83 13.2%	97 14.4%	91 10.3%	144 13.5%	150 14.2%	4,594 13.1%	6,468 16.1%	7,151 17.5%
Grad / Profess Degree	15 2.5%	24 3.8%	42 6.3%	38 4.2%	59 5.5%	68 6.5%	2,107 6.0%	2,910 7.2%	3,502 8.5%
TOTAL	602	627	672	884	1,070	1,053	35,004	40,143	40,962

Source: U.S. Census Bureau, 1990 and 2000 Census, and ACS data from 2005 to 2009 DP02.

D. Households and Income

The Town of Eau Pleine residential community is made up of different types of households. The U.S. Census defines a household simply as “including all of the people who occupy a housing

unit.” People not living in households are classified as living in group quarters. “Family Households” consist of a householder and one or more other people related to the householder by birth, marriage, or adoption. “Nonfamily Households” consist of people living alone and households which do not have any members related to the householder. Table 1.5 below details the changes in the make-up of Town of Eau Pleine households over the last 20 years, and compares them to the Portage County data and the average of the County Towns. Family households, traditionally the primary household type within Eau Pleine, have seen their percentage of total households slightly decrease over the last 20 years, even though their numbers have continued to increase. Married-couple householders are by far the most numerous, but their percentage of Family numbers has dipped slightly. Single-parent headed households within Eau Pleine have increased over the 20 year period to represent 14% of Family numbers, up from 10%. By comparison, the Town Average has seen single-head households increase at a slower rate. Eau Pleine’s Non-Family households have increased from approximately 18% of total households in 1990 to 25% in 2010. The non-family percentage for Portage County has historically been higher than Eau Pleine or the Town Average.

The Persons Per Household (PPH) calculation for the Town of Eau Pleine, the Town average, and the County have continued a declining trend over the last 20 years.

Table 1.5: Household Type Comparison, Eau Pleine, Town Average, and Portage County

HOUSEHOLDS BY TYPE	Town of Eau Pleine			Town Average			Portage County		
	1990	2000	2010	1990	2000	2010	1990	2000	2010
Family Households	256	267	276	406	454	458	14,883	16,496	17,270
<i>Percent of Total Households</i>	82%	78%	75%	82%	79%	76%	70%	66%	62%
Married-couple families	229	239	239	359	404	400	12,645	13,808	14,155
<i>Percent of Family Households</i>	89%	90%	87%	88%	89%	87%	85%	84%	82%
Other family, male householder	14	15	18	18	21	24	602	861	1,023
<i>Percent of Family Households</i>	5%	6%	7%	4%	5%	5%	4%	5%	6%
Other family, female householder	13	13	19	29	29	34	1,636	1,827	2,092
<i>Percent of Family Households</i>	5%	5%	7%	7%	6%	7%	11%	11%	12%
Nonfamily Households	56	77	93	87	122	142	6,423	8,544	10,544
<i>Percent of Total Households</i>	18%	22%	25%	18%	21%	24%	30%	34%	38%
Householder living alone	49	62	75	70	95	111	4,679	6,130	7,559
<i>Percent of Non-Family Households</i>	88%	81%	20%	81%	78%	78%	73%	72%	72%
Householder 65 years and over	32	33	26	29	34	41	1,933	2,196	2,632
<i>Percent of Non-Family Households</i>	57%	43%	7%	33%	28%	29%	30%	26%	25%
TOTAL HOUSEHOLDS	312	344	369	493	576	600	21,306	25,040	27,814
Persons Per Household	3.03	2.71	2.46	3.00	2.71	2.55	2.71	2.54	2.39

Source: U.S. Census Bureau, 1990, 2000, and 2010 Census SF1.

Another instructive piece of information on the state of households within the Town is the level of income that each household achieves. Again the Census provides insight into the range of incomes present within Eau Pleine. Table 1.6 below describes how household 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 Eau Pleine that the percentage of households making greater than \$50,000 per year has increased from 38% in 1989 to over 64% in 2010. Median household income has increased from \$29,583 to \$64,417 over the same period. The percentage of households earning greater than \$50,000 for Portage County as a whole over the 20-year period increased from 19% to 51%.

Table 1.6: Household Income Comparison, Eau Pleine, Town Average, and Portage County

Household Income Per Year	Town of Eau Pleine			Town Average			Portage County		
	1989	1999	2010	1989	1999	2010	1989	1999	2010
Less Than \$10,000	16 5.1%	20 5.9%	7 1.9%	51 10.0%	26 4.4%	22 3.6%	3,210 15.0%	1,767 7.0%	1,854 6.9%
\$10,000 to \$14,999	33 10.6%	25 7.4%	15 4.2%	37 7.3%	24 4.0%	24 3.8%	1,978 9.3%	1,608 6.4%	1,520 5.6%
\$15,000 to \$24,999	21 6.7%	27 8.0%	18 5.0%	89 17.6%	57 9.6%	53 8.5%	4,072 19.1%	3,174 12.6%	3,180 11.8%
\$25,000 to \$34,999	53 17.0%	41 12.1%	21 5.8%	86 17.1%	77 12.9%	60 9.6%	3,654 17.1%	3,425 13.6%	2,744 10.2%
\$35,000 to \$49,999	72 23.1%	59 17.5%	67 18.7%	126 25.1%	114 19.3%	87 13.9%	4,370 20.5%	4,484 17.9%	3,908 14.5%
\$50,000 to \$74,999	52 16.7%	99 29.3%	77 21.4%	84 16.7%	157 26.5%	158 25.3%	2,983 14.0%	5,771 23.0%	6,002 22.3%
\$75,000 to \$99,999	49 15.7%	36 10.7%	85 23.7%	19 3.8%	83 14.0%	114 18.3%	661 3.1%	2,820 11.2%	3,709 13.8%
\$100,000 to \$149,999	12 3.8%	16 4.7%	55 15.3%	8 1.5%	37 6.2%	76 12.2%	274 1.3%	1,346 5.4%	2,828 10.5%
\$150,000 or more	4 1.3%	15 4.4%	14 3.9%	5 0.9%	18 3.1%	30 4.8%	134 0.6%	717 2.9%	1,200 4.5%
Total Households	312	338	359	503	593	622	21,336	25,112	26,945
Median H-Hold Income	\$29,583	\$49,167	\$64,417	\$31,632	\$47,966	\$59,532	\$28,686	\$43,487	\$50,978

Source: U.S. Census Bureau, 1990 and 2000 Census and the ACS data from 2005 to 2009 table DP03.

With the examination of income information, the Town of Eau Pleine should also assess the poverty status of its residents. “Poverty” is generally defined as a set of 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 (CPI-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 age 15 (such as foster children). Table 1.7 below outlines poverty thresholds for 1990, 2000 and 2011. Table 1.8 lists the Census information on poverty for the total number of residents, persons age 65 and above, and families within the Town of Eau Pleine, the Town average, and Portage County as a whole.

Table 1.7: Poverty Thresholds - 1980, 1990, 2000, and 2011

Size of Family Unit (Poverty Threshold)	1980	1990	2000	2011
One Person	\$4,190	\$6,652	\$8,794	\$11,702
Two Persons	\$5,363	\$8,509	\$11,239	\$15,063
Three Persons	\$6,565	\$10,419	\$13,738	\$17,595
Four Persons	\$8,414	\$13,481	\$17,603	\$23,201
Five Persons	\$9,966	\$15,792	\$20,819	\$27,979
Six Persons	\$11,269	\$17,839	\$23,528	\$32,181
Seven Persons	\$12,761	\$20,241	\$26,754	\$37,029
Eight Persons	\$14,199	\$22,582	\$29,701	\$41,414
Nine Persons or More	\$16,896	\$26,848	\$35,060	\$49,818

Source: U.S. Census Bureau 1980-2000: Social, Economic, and Housing Statistics
Division: Poverty, Last Revised: September, 2012

According to Census figures, the Town of Eau Pleine has experienced a slight increase in the number of residents earning below the poverty level. With regard to the other Towns in Portage County, Eau Pleine has slightly higher percentages of persons living in poverty and a slightly lower percentage than Portage County as a whole.

Table 1.8: Percent in Poverty, Eau Pleine, Town Average, and Portage County

Poverty Statistics For Selected Populations	Town of Eau Pleine			Towns Average			Portage County		
	1989	1999	2010	1989	1999	2010	1989	1999	2010
Persons	972	931	884	24,150	26,055	25,207	57,805	67,182	65,720
Below poverty level	123	45	49	2,090	1,355	1,235	7,454	6,074	7,924
% below poverty	12.7%	4.8%	5.5%	8.7%	5.2%	4.9%	12.9%	9.0%	12.1%
Persons 65 Years and Over	123	133	130	2,029	2,609	3,286	5,327	7,354	8,356
Below poverty level	21	10	15	221	234	210	740	561	690
% below poverty	17.1%	7.5%	11.5%	10.9%	9.0%	6.4%	13.9%	7.6%	8.3%
Families	56	267	227	6,678	7,406	7,756	14,927	16,643	17,658
Below Poverty Level	21	10	9	422	239	266	1,051	725	901
% below poverty	37.5%	3.7%	4.0%	6.3%	3.2%	3.4%	7.0%	4.4%	5.1%

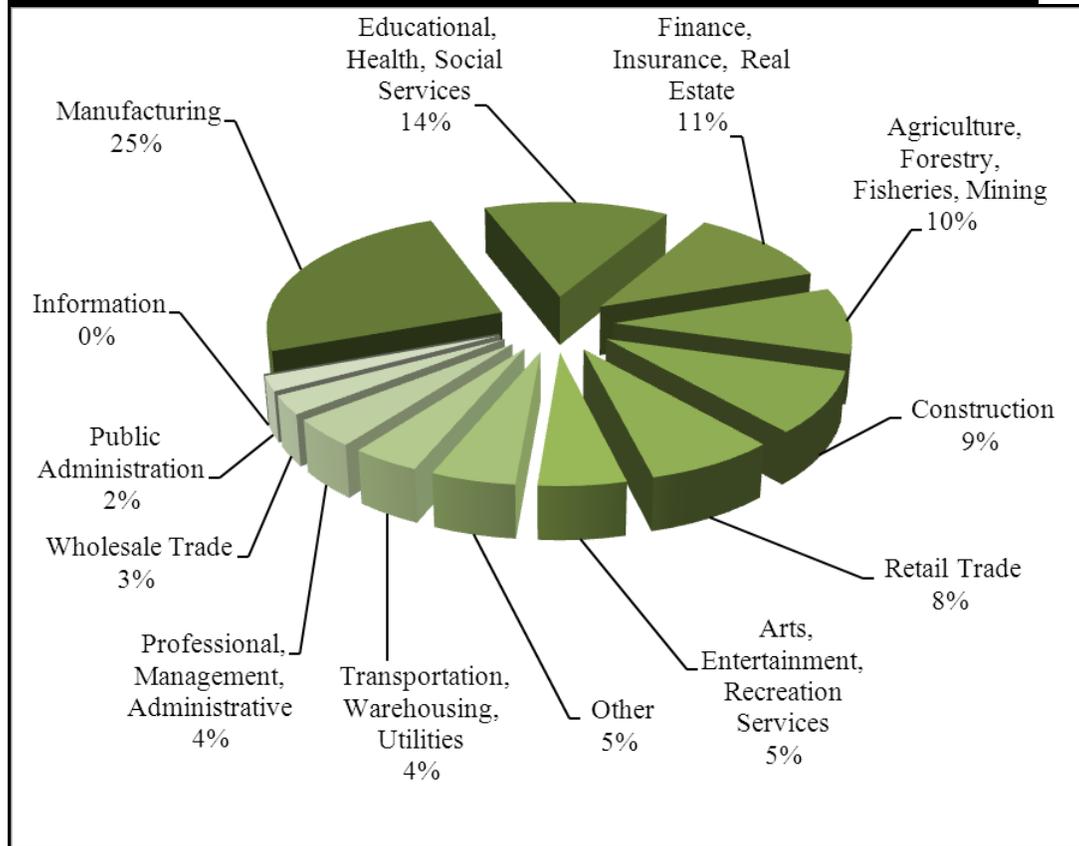
Source: U.S. Census Bureau 1990 and 2000 Census and ACS Survey data from 2005 to 2009 table S1701 and S1702.

E. Employment Characteristics

Figure 1.3 below summarizes employment by industry provided by the ACS. This information represents what type of industry that the working residents of Eau Pleine were employed by, and is not a listing of the employment currently located within the Town. The discussion of the Eau Pleine economy will take place within the Economic Development Element of this Comprehensive Plan.

The U.S. Census Bureau has changed the method of producing the statistics for the summary of employment by industry, creating a situation where comparison between the 1990, 2000, and 2010 Census is not possible. Figure 1.3 below shows the employment by industry for residents of Eau Pleine, as identified in the 2010 Census.

Figure 1.3: Town of Eau Pleine Summary of Employment by Industry, 2010



Source: U.S. Census ACS Survey data from 2005 to 2009 table DP03.

One quarter of the Town residents are employed in Manufacturing, Education, Health, and Social Services combined with Finance, Insurance, and Real Estate account for another quarter of the employment for Town residents. These industry sectors usually represent employment with higher incomes or jobs that pay well over the minimum wage. There are not many of these types of employment in the Town of Eau Pleine, resulting in a community where most people have to commute to work for longer distances.

Section 1.5 Forecasts

A. Population Projections

Population projections for the State’s cities, villages, and towns are developed by the State of Wisconsin Department of Administration (DOA). The most recent population projections for the Town of Eau Pleine were created in 2008. Based on those projections, the Town of Eau Pleine will grow to 988 residents by 2030. This represents an increase of 80 people or 9% over the 20 year period. It is believed that the State projections will be recalculated based on the 2010 Census, which totaled 58 people less for Eau Pleine than the States previous projection for that year. This compares with a projected increase of 12.9% for the entire County, for the same period. It should be noted that population projections are “best guesses” and should be used with caution.

The Town of Eau Pleine Plan Commission has adopted the following projected population totals for the planning period:

Yr 2015: 972 Yr 2020: 982 Yr 2025: 987 Yr 2030: 988

The Town of Eau Pleine Plan Commission accepts the above population projections. The Plan Commission believes that the population will be generally stable but that a small number of residents will be added at several small subdivisions being built around the borrow pits used to build U.S. Highway 10. These pits have been closed and are filling with water, creating attractive places to build homes.

B. Household Projections

Household projections for Eau Pleine are also based upon projections from the Wisconsin Department of Administration. As with population, the projections were created in 2008. Based on these projections, the Town of Eau Pleine will grow to 402 households in 2030, an increase of 43 households.

Household Projections: 2015: 386; 2020: 394; 2025: 400; 2030: 402

The number of persons per household (PPH) in Eau Pleine has declined from 2.71 persons in 1990 to 2.46 persons in 2010 (see table 1.5). Based on the State population and household projections, the persons per household in 2030 would be 2.46. Keep in mind that these numbers represent projections and should not be used as absolute:

C. Employment Projections

Projecting industries likely to expand or contract is difficult. As one industry declines, it may or may not be replaced by another. The paper industry in the central Wisconsin area has seen several plant closures since the adoption of this Plan. These provided good paying jobs that employed many people. Other local industries are unlikely to be able to absorb the number of workers laid off into similar paying jobs.

Future job opportunities outside of the agriculture sector are projected to be created in the Stevens Point urban area, Marshfield and Wausau. Jobs will most likely be found in the Manufacturing, Health, Social Services, Finance, Insurance, Real Estate, Agriculture, Forestry, Fisheries, Mining, Construction, and retail trade sectors.

Section 1.6 Community Goals, Objectives, and Policies

The Town of Eau Pleine recognizes the role that agricultural operations play in the economy, and toward the preservation of a rural lifestyle and community character. The Town wishes to limit development densities to protect agriculture as well as for environmental concerns such as groundwater protection. Town residents also recognize the importance that natural resources, such as the Mead Wildlife Area, contribute toward the Town's character. Recognition of these assets should be taken into consideration as growth and development occurs over time.

Goals, objectives and policies provide the framework for guiding future community development activities in the Town of Eau Pleine. A means of deriving goals and policies is through issue identification. Many of the issue statements in the various plan elements are framed as questions. This was purposefully done so that answering the questions would help plan commissioners form goal or policy statements. Goals are stated as desirable conditions to strive toward 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 general targets to be achieved along the path of satisfying community goals. Policies are more specific recommendations or methods of action to accomplish these stated objectives. Together these three pieces express the uniqueness of the community while providing guidance for desirable patterns of growth and development. The following statements are reflective of the overall desires of the community:

A. Goal

Maintain or improve the current quality of life and rural character in the Town by properly guiding development patterns.

B. Objectives

1. Recognize the importance of individual property rights.
2. Direct non-farm housing away from productive agricultural areas.
3. Protect important natural areas throughout the Town.
4. Ensure that newly developed or redeveloped areas are compatible with existing uses of land.

C. Policies

1. Continue working with the Planning and Zoning Department to implement and enforce the Portage County Zoning Ordinance, make the Comprehensive Future Land Use Map and the Town of Eau Pleine Zoning consistent.
2. Town ordinances should be used and enforced.
3. Limit development densities throughout the Town to preserve productive farmland, protect natural resources and open spaces, as a means of preserving rural character.