

# **CHAPTER 1      Issues and Opportunities for Comprehensive Planning** **In the Town of Pine Grove**

## **Section 1.1      Description and Brief History of the Planning Area**

In terms of geographic size, Pine Grove is 11th largest out of the 17 towns that make up Portage County. It contains an area of approximately 24,158 acres or 37.75 square miles. The Town of Pine Grove (political unit) includes all of congressional township T21N-R08E, located on the west-central edge of Portage County, and is bordered by the Towns of Buena Vista to the north, Grant to the west, Almond to the east, and the Waushara County Town of Plainfield to the south (Figure 1.1).

The following information has been obtained through the Portage County Historical Society and used by permission:

*The Town of Pine Grove was organized in 1856. According to Malcolm Rosholt in the publication “Our County, Our Story”, the Town apparently was named for a prominent pine grove located at its center. Nearly the entire town is made up of flat land or low-lying land. Some marshy areas were improved by work from the Portage County Drainage District. The most unusual physical feature of Pine Grove is what is known as the Mosquito Bluffs, which is considered the highest point in Portage County.*

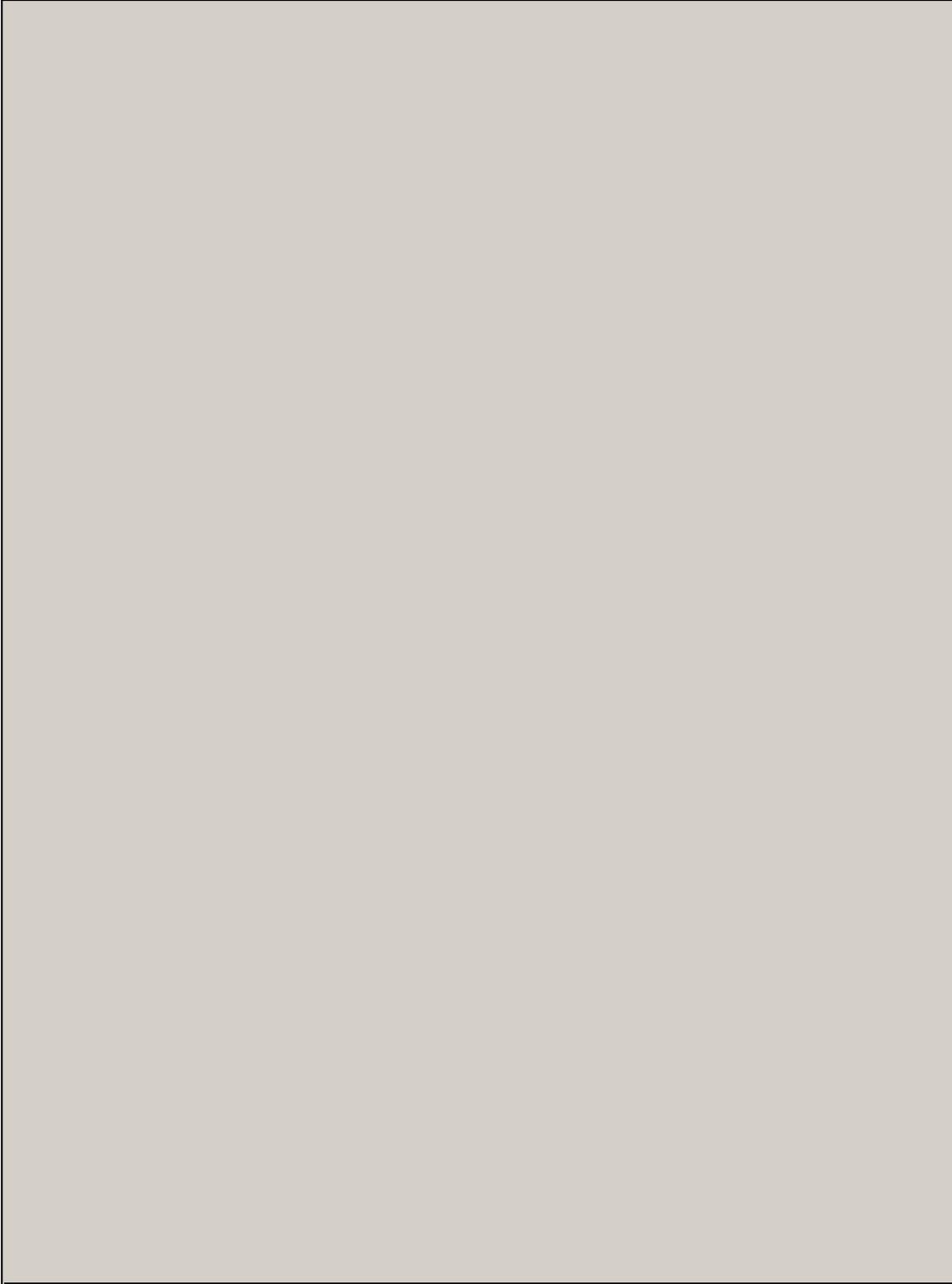
*Unincorporated Bancroft, which is located in the northeastern corner of the Town, is the only community within Pine Grove. According to “Our County, Our Story”, the community was named after the Rev. Warren G. Bancroft, a pioneer Methodist pastor. Ezekiel “Zeke” Bancroft reportedly operated a small mill south of the community of Bancroft in a location where the Chicago & Northwestern Railway tracks were later laid, according to Rosholt. The railroad, which passed within a mile of Bancroft, was the main catalyst for Bancroft’s growth. A train depot, two warehouses for potatoes and a stockyard were located near the train tracks. All are gone today. Edwin L. Rich was the first postmaster of Bancroft’s post office, which was established in 1876. Bancroft once had a hotel and a general store. It also boasted a newspaper, which quit publication around 1909.*

*The community was a large potato warehousing center from 1890-1930. Today the surrounding area is dominated by big potato and vegetable growers who truck their products out of the area. Long time Bancroft residents remember when their community was struck by a tornado on April 3, 1956. The twister damaged several buildings and killed and injured a number of people.*

The Town of Pine Grove is a typical rural agriculture-based community with a steady population base. However, during the 1970’s, the population of the Town began to increase, and by 1990 had nearly doubled its 1900 population (see Figure 1.2).

To accommodate growth, tracts of land that are now void of development will see new homes, farms, and businesses. If development is not properly managed, the Town may find itself faced with unnecessarily inflated costs for the provision of its limited services to the new areas. This Comprehensive Plan will analyze all of the lands within the Town of Pine Grove 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 Pine Grove.

**Figure 1.1**



## **Section 1.2 Past Planning In Pine Grove**

### **1981 Development Guide**

In the late 1970's, the Town of Pine Grove Planning Committee began working with the Portage County Planning Department to draft the first development guide for Pine Grove. This initial document represented a pioneering effort on the part of elected officials and the local Planning Committee members. The intent of the plan was to serve as a formal statement of Town/County policies regarding land use.

## **Section 1.3 The Current Comprehensive Planning Process**

As mentioned in the introduction to this document, this Town of Pine Grove 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 units of government in the fall of 2002. Utilizing the information provided by the Joint Steering Committee, the Town of Pine Grove Plan Commission began the Town Comprehensive Planning process in earnest in January 2003. The Plan Commission met through May 2005 to put together the first complete draft of the plan. The comprehensive planning process involved several basic 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 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 alternative 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 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. The major tool of implementation in the Town is through the Portage County subdivision regulations.

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 Pine Grove.

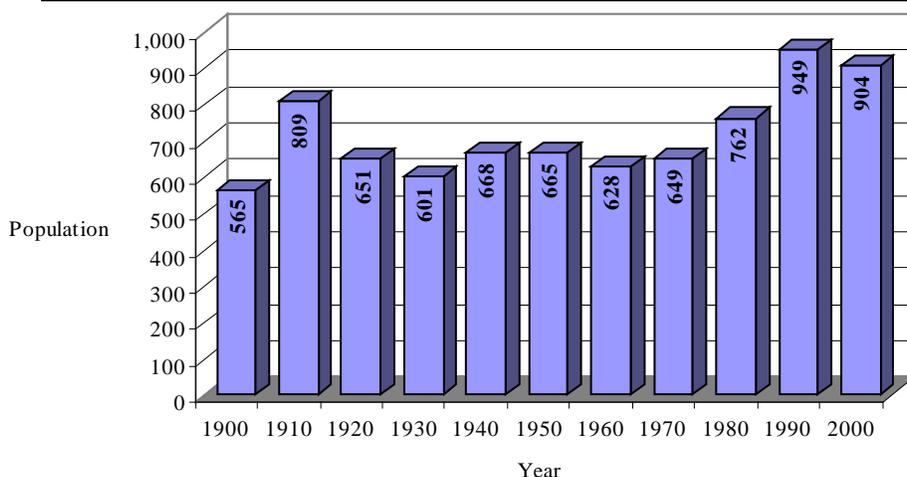
## **Section 1.4 Demographic Trends**

### **A. Population Growth**

Every 10 years the Federal government performs the national census, and these census results are the main source of the information used to understand how communities change over time.

Census data reveal that the greatest increase in population for the Town occurred between 1900-1910, when 244 persons were added to the population base (an increase of 43%). 158 people left in the following decade, and it was not until the 1980s that the community would again see substantial growth (Figure 1.2). The decades between 1920 and 1970 recorded a net loss of two people. The increasing population trend that began in the 1970's was due in part to urban residents moving back to rural or semi-rural areas. 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.

**Figure 1.2: Town of Pine Grove Population Change, 1900 to 2000**



Source: US Bureau of Census

The Town of Pine Grove is comparable to other Towns in southern Portage County (Table 1.1). The Town experienced a 39.3% increase in population for the period 1970-2000, which is about the same as other surrounding communities.

**Table 1.1: Comparison Population Change, 1970 to 2004**

	U.S. Census				State of Wisconsin Estimate	1970 to 2000	2000 to 2004
	1970	1980	1990	2000	2004	Change	Change
Town of Pine Grove	649	762	949	904	926	39.3%	2.4%
Town of Almond	529	624	590	679	699	28.4%	2.9%
Town of Buena Vista	827	1,023	1,170	1,187	1,235	43.5%	4.0%
Town of Grant	1,195	1,593	1,673	2,020	2,078	69.0%	2.9%
Portage County	47,541	57,420	61,405	67,182	68,922	41.3%	2.6%

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

Population growth is a combination of many factors including births, deaths, and in and out migration. By examining migration patterns for the residents of the Town of Pine Grove, we can better understand the cause for how growth in the community is occurring. Table 1.2 below details U.S. Census data on where residents were living five years prior to the Census. The “Same House” column identifies the Pine Grove residents that lived in the same dwelling in both 1995 and 2000 (or 1985 and 1990); this can be an indicator of long-term residency. The “Different House, Portage County” column identifies the Pine Grove residents that lived in a home outside the Town, but within Portage County, in 1995. The “Different House, Different County” column identifies the Pine Grove residents that lived in a home outside of the Town and Portage County, but within the State of Wisconsin, in 1995. The “Different State” column identifies the Pine Grove 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 Town.

Based on 2000 Census information, seventy-two percent (72%) of the Town's residents lived in the same house as they did in 1995. This represents a 5% increase from the 1990 census; the actual number of residents reported for this category actually declined by 4. This percentage is still considerably higher than that of Portage County overall. The number of Pine Grove residents who lived in a different house in Portage County in 1995 declined considerably, reflecting the population influx of Portage County residents between 1980 and 1990, and subsequent decline by 2000. Pine Grove residents in 2000 who lived in a different Wisconsin county in 1995 increased in both number and percentage from 1990. This percentage (11%) is below the 16% average for Portage County. Thus in-migration for the Town of Pine Grove is lower than the average of the County as a whole. The higher than average “same home” numbers for the Town may be explained by the strong family ties in the region that keeps families from moving away from their roots. This phenomenon may also limit the availability of housing sites for new families from outside of the area.

**Table 1.2: Place of Residence for Town Residents, 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	
	#	%	#	%	#	%	#	%	#	%	#	%	#	%	#	%
Town of Pine Grove	587	67%	571	72%	205	23%	84	11%	54	6%	127	16%	28	3%	43	5%
Town of Almond	487	88%	550	77%	52	9%	98	14%	17	3%	57	8%	7	1%	31	4%
Town of Buena Vista	730	69%	820	72%	228	21%	205	18%	82	8%	113	10%	23	2%	9	1%
Town of Grant	1,054	68%	1,450	75%	144	9%	68	3%	320	21%	425	22%	23	1%	39	2%
Portage County	51%		56%		21%		22%		21%		16%		7%		5%	

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

**B. Age Distribution**

Table 1.3 below details the number of Pine Grove 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.

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.

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

Age	Town of Pine Grove			Town Average			Portage County		
	1980	1990	2000	1980	1990	2000	1980	1990	2000
Under 5 years	79 10.4%	94 9.9%	48 5.3%	134 9.2%	119 7.8%	98 6.0%	4,343 7.6%	4,266 6.9%	3,964 5.9%
5 to 14 years	126 16.5%	186 19.6%	156 17.3%	280 19.0%	275 18.0%	259 15.5%	8,671 15.1%	9,080 14.8%	9,118 13.6%
15 to 24 years	150 19.7%	114 12.0%	136 15.0%	262 17.6%	204 12.9%	202 12.5%	15,270 26.6%	13,081 21.3%	13,983 20.8%
25 to 34 years	115 15.1%	169 17.8%	101 11.2%	257 17.3%	244 15.7%	187 11.4%	9,180 16.0%	9,897 16.1%	8,322 12.4%
35 to 44 years	79 10.4%	135 14.2%	162 17.9%	169 11.1%	254 16.2%	297 18.0%	5,593 9.7%	8,690 14.2%	10,261 15.3%
45 to 54 years	54 7.1%	88 9.3%	126 13.9%	120 8.4%	163 10.2%	268 16.2%	4,447 7.7%	5,489 8.9%	8,945 13.3%
55 to 59 years	76 10.0%	64 6.7%	77 8.5%	104 8.0%	151 8.7%	154 9.3%	4,185 7.3%	4,299 7.0%	5,235 7.8%
65 to 74 years	64 8.4%	64 6.7%	48 5.3%	75 6.2%	87 6.6%	98 6.4%	3,391 5.9%	3,610 5.9%	3,791 5.6%
75 to 84 years	11 1.4%	28 3.0%	45 5.0%	30 2.5%	40 3.1%	52 3.7%	1,806 3.1%	2,273 3.7%	2,565 3.8%
85 years and over	8 1.0%	7 0.7%	5 0.6%	8 0.6%	9 0.8%	15 1.0%	534 0.9%	720 1.2%	998 1.5%
<b>Total</b>	<b>762</b>	<b>949</b>	<b>904</b>	<b>1,439</b>	<b>1,546</b>	<b>1,630</b>	<b>57,420</b>	<b>61,405</b>	<b>67,182</b>
<b>Median Age</b>	27.1	29.6	35.8	27.3	32.2	37.8	25.4	29.3	33.0

Source: U.S. Census Bureau, 1980, 1990, 2000 Census; Portage County Planning & Zoning Dept.

The 5-to-14 year old cohort for the Town of Pine Grove numbered 186 in 1990. Their number declined by 50 persons (-24.6%) by the year 2000 (as the 5-to-14 year olds became 15-to-24 year olds). Some of this decline may be explained by children leaving home for college or jobs. For the most part, the age cohorts between 15 and 64 years old have experienced decreases in numbers between 1990 and 2000. In comparing this trend to the Town and County, you will find less growth, or in many cases, decline within the cohorts over the ten year period.

“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. The median age for the Town of Pine Grove was 35.8 years old in 2000. This rate has increased by just under nine years since 1980, with the rate of increase for the 1990’s almost double the rate for the 1980’s. The other towns across Portage County have seen their median age increase at a slightly quicker pace (10.5 years) over the same time period. The County, as a whole, has seen its median age increase at a slower rate than Pine Grove, just less than eight years over the twenty-year period. This is an indication that the towns overall are aging more rapidly than the villages within the County or the City of Stevens Point.

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 1980 as well.

However, the Town of Pine Grove 65+ population segment has increased slightly by number since 1980, but the actual percentage has remained relatively constant (10.9% to 10.8%). The average Portage County town saw this segment increase from 7.9% to 10%, and the County as a whole increased from 9.9% to 10.9%. When examining all of the age groups, we find that all groups below the age of 35 are declining in both raw numbers and percent for Town and County population averages, while the reverse is true for age groups above the age of 35. The number of seniors aged 75 and over has nearly doubled since 1990.

### C. Education Levels

Levels of educational attainment have followed a similar trend of improvement across the different municipal divisions within Portage County. Table 1.4 below compares the attainment information obtained from the Census for the Town of Pine Grove with the average results from the sixteen other Portage County towns, and the County as a whole.

The Town of Pine Grove had mixed results in its overall educational attainment during the 1990's. The number and percentage of Town of Pine Grove residents age 25 and over that had less than a 9<sup>th</sup> grade education decreased significantly between 1990 and 2000. The percentage of 25+ year old residents who completed some college, or completed a college degree program rose from thirteen percent (13.5%) to twenty-three percent (23%) over the same period. This 10-year increase in college education attainment for Pine Grove was well below the gain for the Average Town (25% to 44%), and slightly behind Portage County as a whole (40% to 49%). The Town of Pine Grove had higher percentages as compared to the Town and County averages for the number and percentage of residents who completed 9<sup>th</sup> to 12<sup>th</sup> grade, but did not receive a diploma. The Pine Grove numbers for this category decreased by 3.4%, while the Town Average and Portage County both experienced a slight 1 to 2 percent decline in this category.

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

Ed. Attainment (Persons 25 yrs+)	Town of Pine Grove		Town Average		Portage County	
	1990	2000	1990	2000	1990	2000
Less Than 9th Grade	91 16.2%	56 10.5%	120 10.3%	66 6.1%	4,065 11.6%	2,420 6.0%
9th to 12th Grade (No Diploma)	129 23.0%	104 19.6%	79 6.7%	84 7.8%	3,029 8.7%	3,019 7.5%
High School Graduate	266 47.3%	249 46.9%	395 33.8%	452 42.0%	14,082 40.2%	14,952 37.2%
Some College (No Degree)	35 6.2%	55 10.4%	118 10.1%	192 17.8%	5,205 14.9%	7,572 18.9%
Associate Degree	13 2.3%	35 6.6%	45 3.8%	75 7.0%	1,922 5.5%	2,802 7.0%
Bachelor's Degree	26 4.6%	23 4.3%	93 8.0%	148 13.7%	4,594 13.1%	6,468 16.1%
Graduate / Professional Degree	2 0.4%	9 1.7%	38 3.3%	60 5.6%	2,107 6.0%	2,910 7.2%
<b>Total</b>	<b>562</b>	<b>531</b>	<b>1,167</b>	<b>1,076</b>	<b>35,004</b>	<b>40,143</b>

Source: U.S. Census Bureau, 1990, 2000 Census; Portage County Planning & Zoning Dept.

#### D. Households and Income

The Town of Pine Grove 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. Table 1.5 below details the changes in the make-up of Pine Grove households over the last 20 years, and compares them to the Portage County data and the average of the other County Towns. The percentage of family households within total Pine Grove households decreased between 1980 and 2000 at a slightly higher rate than the decrease in the average Portage County Town or the County as a whole. Single-occupant households in Pine Grove steadily increased over the 20-year period, driving a larger increase in percentage of non-family households than the Town Average and Portage County overall.

The Persons Per Household (PPH) calculation for the Town of Pine Grove, average of Portage County Towns and the County overall has continued a declining trend over the last 20 years. Pine Grove closely matches the size and rate of decline of the Towns, while the overall County PPH rate of decline has been a bit smaller. This translates into Pine Grove and other Town households being a bit larger than the County average.

**Table 1.5: Household Type Comparison**

Households by Type	Town of Pine Grove			Town Average			Portage County		
	1980	1990	2000	1980	1990	2000	1980	1990	2000
<b>Family Households</b> <i>(% of total households)</i>	<b>204</b>	<b>250</b>	<b>243</b>	<b>367</b>	<b>413</b>	<b>463</b>	<b>13,257</b>	<b>14,883</b>	<b>16,496</b>
	80%	79%	73%	84%	83%	79%	72%	70%	66%
Married-couple families <i>(% of Family households)</i>	180	189	198	333	368	413	11,592	12,645	13,808
	88%	76%	81%	91%	89%	89%	87%	85%	84%
Other family, male householder <i>(% of Family households)</i>	3	19	16	13	18	21	437	602	861
	1%	8%	7%	4%	4%	5%	3%	4%	5%
Other family, female householder <i>(% of Family households)</i>	21	42	29	22	28	29	1,228	1,636	1,827
	10%	17%	12%	6%	7%	6%	9%	11%	11%
<b>Non-family Households</b> <i>(% of total households)</i>	<b>51</b>	<b>66</b>	<b>90</b>	<b>68</b>	<b>87</b>	<b>123</b>	<b>5,056</b>	<b>6,423</b>	<b>8,544</b>
	20%	21%	27%	16%	17%	21%	28%	30%	34%
Householder living alone <i>(% of Non-fam households)</i>	46	55	78	55	70	95	3,730	4,679	6,130
	90%	83%	87%	81%	81%	77%	74%	73%	72%
Householder 65 years and over <i>(% of Non-fam households)</i>	n/a	25	29	n/a	29	35	n/a	1,933	2,196
		38%	32%		33%	28%		30%	26%
<b>Total Households</b>	<b>255</b>	<b>316</b>	<b>333</b>	<b>436</b>	<b>500</b>	<b>587</b>	<b>18,313</b>	<b>21,306</b>	<b>25,040</b>
<b>Persons Per House Hold</b>	<b>2.99</b>	<b>3.00</b>	<b>2.71</b>	<b>3.30</b>	<b>3.01</b>	<b>2.75</b>	<b>2.93</b>	<b>2.71</b>	<b>2.54</b>

Source: U.S. Census Bureau, 1980, 1990, 2000 Census; Portage County Planning & Zoning Dept.

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 Pine Grove. 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 Pine Grove that the percentage of households making greater than \$50,000 per year has increased from 0% in 1979 to 28.1% 1999. Median household income has increased from \$14,200 to \$35,294 over the same period. While these have been substantial gains, they have failed to keep pace with the Town Average or Portage County overall.

**Table 1.6: Household Income Comparison**

Household Income Per Year	Town of Pine Grove			Town Average			Portage County		
	1979	1989	1999	1979	1989	1999	1979	1989	1999
Less Than \$10,000	87 35.7%	45 14.3%	28 9.0%	104 23.8%	49 9.7%	25 2.9%	5,300 28.9%	3,210 15.0%	1,767 7.0%
\$10,000 to \$14,999	43 17.6%	38 12.1%	17 5.4%	68 15.5%	36 7.2%	24 2.8%	2,919 15.9%	1,978 9.3%	1,608 6.4%
\$15,000 to \$24,999	90 36.9%	93 29.6%	53 17.0%	142 32.5%	84 16.7%	55 6.3%	5,423 29.6%	4,072 19.1%	3,174 12.6%
\$25,000 to \$34,999	16 6.6%	64 20.4%	56 17.9%	80 18.2%	85 17.0%	76 8.6%	2,907 15.8%	3,654 17.1%	3,425 13.6%
\$35,000 to \$49,999	8 0.1%	48 0.2%	70 0.2%	30 0.2%	127 0.4%	114 0.2%	1,223 6.7%	4,370 20.5%	4,484 17.9%
\$50,000 to \$74,999	0 0.0%	18 5.7%	46 14.7%	10 2.2%	86 17.1%	160 18.3%	380 2.1%	2,983 14.0%	5,771 23.0%
\$75,000 to \$99,999	0 0.0%	2 0.6%	24 7.7%	5 1.1%	22 4.4%	84 9.6%	193 1.1%	661 3.1%	2,820 11.2%
\$100,000 to \$149,999	0 0.0%	6 1.9%	11 3.5%	0 0.0%	8 1.6%	37 4.3%	0 0.0%	274 1.3%	1,346 5.4%
\$150,000 or more	0 0.0%	0 0.0%	7 2.2%	0 0.0%	5 1.0%	19 2.1%	0 0.0%	134 0.6%	717 2.9%
<b>Total Households</b>	<b>244</b>	<b>314</b>	<b>312</b>	<b>438</b>	<b>502</b>	<b>876</b>	<b>18,345</b>	<b>21,336</b>	<b>25,112</b>
<b>Median H-Hold Income</b>	<b>\$14,200</b>	<b>\$23,021</b>	<b>\$35,294</b>	<b>16,895</b>	<b>32,042</b>	<b>48,833</b>	<b>\$16,659</b>	<b>\$28,686</b>	<b>\$43,487</b>

Source: U.S. Census Bureau, 1980, 1990, 2000 Census; Portage County Planning & Zoning Dept.

With the examination of income information, the Town of Pine Grove 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 1980, 1990, and 2000. 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 Pine Grove, the Town average, and Portage County as a whole.

**Table 1.7: 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

According to census figures, the Town of Pine Grove experienced a substantial decrease in the number of residents earning below the poverty level (particularly persons overall, and the number of families) between 1989 and 1999. Despite the solid improvement, Pine grove still is home to a higher level of poverty than the average Portage County Town or the County overall.

**Table 1.8: Percent in Poverty Comparison**

	Town of Pine Grove		Town Average		Portage County	
	1989	1999	1989	1999	1989	1999
<b>Persons</b>	959	904	1,355	1,449	57,805	67,182
Below Poverty Level	183 <i>19.1%</i>	82 <i>9.1%</i>	110 <i>8.1%</i>	77 <i>5.3%</i>	7,454 <i>12.9%</i>	6,074 <i>9.0%</i>
<b>Persons 65 Years and Over</b>	96	98	116	151	5,327	7,354
Below Poverty Level	13 <i>13.5%</i>	10 <i>10.2%</i>	13 <i>11.2%</i>	14 <i>9.3%</i>	740 <i>13.9%</i>	561 <i>7.6%</i>
<b>Families</b>	264	226	364	415	14,927	16,643
Below Poverty Level	40 <i>15.2%</i>	15 <i>6.6%</i>	22 <i>5.9%</i>	14 <i>3.4%</i>	1,051 <i>7.0%</i>	725 <i>4.4%</i>

Source: U.S. Census Bureau, 1990, 2000 Census; Portage County Planning & Zoning Dept.

E. Employment Characteristics

Table 1.9 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 Pine Grove were employed by, and is not a listing of the employment currently located within the Town. The discussion of the Pine Grove economy will take place within the Economic Development Element of this Comprehensive Plan. It should be noted that the method used for classifying industries was changed between the 1990 and 2000 census, and therefore, the information included in the industry categories of Table 1.9 is not entirely consistent for comparison between those years. The table attempts to place the three census years in a useable context.

**Table 1.9: Summary of Employment by Industry**

Industry	Town of Pine Grove			Town Average			Portage County		
	1980	1990	2000	1980	1990	2000	1980	1990	2000
Agriculture, Forestry, Fisheries, Mining	75 27.7%	78 20.2%	67 18.0%	94 16.0%	82 10.9%	58 6.7%	1,816 7.3%	1,755 5.8%	1,241 3.5%
Construction	15 5.5%	14 3.6%	22 5.9%	33 5.5%	45 6.0%	54 6.2%	1,004 4.0%	1,297 4.3%	1,707 4.8%
Manufacturing	69 25.5%	82 21.2%	90 24.1%	125 21.1%	157 20.9%	188 21.6%	4,637 18.6%	5,373 17.8%	6,314 17.7%
Transportation, Warehousing, Utilities	33 12.2%	66 17.1%	42 11.3%	30 5.1%	46 6.2%	55 6.3%	1,214 4.9%	1,511 5.0%	1,948 5.5%
Information	0 0.0%	0 0.0%	2 0.2%	0 0.0%	0 0.0%	11 1.3%	0 0.0%	0 0.0%	835 2.3%
Communications/ Other Public Facilities	2 0.7%	2 0.5%	0 0.0%	6 1.0%	7 0.9%	0 0.0%	325 1.3%	367 1.2%	0 0.0%
Wholesale Trade	11 4.1%	14 3.6%	8 2.1%	24 4.0%	25 3.3%	31 3.6%	885 3.5%	1,026 3.4%	1,235 3.5%
Retail Trade	30 11.1%	46 11.9%	24 6.4%	81 13.7%	121 16.1%	107 12.3%	4,317 17.3%	5,667 18.8%	4,813 13.5%
Finance, Insurance, Real Estate	5 1.8%	21 5.4%	17 4.6%	66 11.1%	84 11.2%	92 10.6%	2,971 11.9%	3,359 11.1%	3,682 10.3%
Professional, Management, Administrative	0 0.0%	0 0.0%	9 0.9%	0 0.0%	0 0.0%	31 3.5%	0 0.0%	0 0.0%	1,627 4.6%
Business and Repair Services	6 2.2%	6 1.6%	0 0.0%	11 1.8%	19 2.5%	0 0.0%	518 2.1%	941 3.1%	0 0.0%
Personal Services	0 0.0%	12 1.4%	0 0.0%	0 0.0%	16 2.1%	0 0.0%	0 0.0%	777 2.6%	0 0.0%
Arts, Entertainment, Recreation Services	6 2.2%	0 0.0%	32 8.6%	18 3.0%	6 0.8%	49 5.6%	734 2.9%	388 1.3%	3,005 8.4%
Educational, Health, Social Services	16 5.9%	32 8.3%	41 11.0%	82 13.9%	101 13.4%	141 16.2%	5,331 21.4%	5,617 18.6%	7,192 20.2%
Other	1 0.4%	4 1.0%	16 4.3%	14 2.3%	23 3.1%	34 3.9%	624 2.5%	1,362 4.5%	1,236 3.5%
Public Administration	2 0.7%	10 2.6%	3 0.8%	9 1.5%	19 2.5%	21 2.4%	571 2.3%	710 2.4%	842 2.4%
<b>Total Employed Persons</b>	<b>271</b>	<b>387</b>	<b>373</b>	<b>591</b>	<b>751</b>	<b>870</b>	<b>24,947</b>	<b>30,150</b>	<b>35,677</b>
<b>Unemployed Persons</b>	<b>51</b>	<b>55</b>	<b>32</b>	<b>57</b>	<b>36</b>	<b>38</b>	<b>2,013</b>	<b>1,590</b>	<b>2,255</b>
<b>Total Labor Force</b>	<b>322</b>	<b>442</b>	<b>405</b>	<b>648</b>	<b>820</b>	<b>662</b>	<b>26,960</b>	<b>31,740</b>	<b>37,944</b>
<b>Percent Unemployed</b>	<b>18.8%</b>	<b>14.2%</b>	<b>8.6%</b>	<b>10%</b>	<b>5%</b>	<b>4%</b>	<b>8.1%</b>	<b>5.3%</b>	<b>6.3%</b>
<b>Persons 16 Years +</b>	<b>0</b>	<b>662</b>	<b>628</b>	<b>0</b>	<b>1,072</b>	<b>676</b>	<b>0</b>	<b>47,202</b>	<b>53,135</b>

Source: U.S. Census Bureau, 1980, 1990, 2000 Census; Portage County Planning & Zoning Dept.

## **Section 1.5 Forecasts**

### **A. Population Projections**

Population projections developed by the Portage County Planning and Zoning Department suggest that the Town will experience slow growth through the year 2025, with a projected increase of 80 residents from 2000 to 2025, or an increase of 8.8%. This compares with a projected increase of 18% for the entire County, for the same period. It should be noted that all population projections are "best guesses" and should be used with caution. The methodology for this projection is included in Appendix D of this Comprehensive Plan.

The Town of Pine Grove Plan Commission has adopted the following population projections:

Yr 2010: **937**      Yr 2015: **940**      Yr 2020: **950**      Yr 2025: **984**

### **B. Household Projections**

Household projections for Pine Grove will be based on the above stated population projection divided by the anticipated number of persons per household through 2025.

The number of Persons per Household for Pine Grove has declined from 3.00 persons in 1990 to 2.71 persons in 2000. Using a method of linear regression from data beginning in 1980, the forecasted number of persons per household (PPH) in 2010 will be 2.62. Forecasting numbers far into the future using linear regression produces increased uncertainty, therefore, the persons per household will be held at 2.62 for 2025. Keep in mind that these numbers represent projections and should not be used as absolute.

Using a PPH of 2.62 for this plan horizon (2025, population projection of 984), the household projections for Pine Grove are:

2010: **358** households    2015: **359** households    2020: **363** households    2025: **376** households

### **C. Employment Projections**

Although employment in the agricultural sector has declined over the last twenty years (Table 1.9), the Town projects that agriculture related employment, including farm operations, will continue to provide job opportunities for some of its residents. Future job opportunities outside of the agriculture sector are projected to be created throughout the County, including the Stevens Point urban area, in the service, government, manufacturing, and finance and insurance sectors.

## **Section 1.6 Issues and Conclusions**

A number of issues were raised throughout the course of the comprehensive planning process in Pine Grove. Plan Commissioners, along with input from the public, identified issues specific to each element of the plan; those issues are stated at the end of each chapter. Issue statements were phrased in the form of a question to help derive goals and policies. The major topics that surfaced from the process were zoning, potable water, and tax base.

The primary tool used to implement a Comprehensive Plan is a zoning ordinance; however, Pine Grove is the only Town in Portage County that does not use zoning as a regulatory tool. A zoning ordinance serves as the legally enforceable tool that sets standards for such things as lot size, allowable uses, structure setbacks, building heights, lot width, etc. While the Comprehensive Plan is designed as a document to guide future growth and development, it is not an ordinance and does not carry the same authority as a zoning ordinance.

The Town may have to consider the adoption of a zoning ordinance in order to render many of the policy recommendations as legally enforceable. The choice to undertake zoning, under Town or County jurisdiction, is a Town Board decision. See Chapter 9 for more information regarding the relationship between zoning and a Comprehensive Plan.

The issue of potable water came from two areas of concern; the density of unsewered development in the Bancroft area, and decreased water quality from certain land use practices coupled with a shallow depth to groundwater. The Town may need to look into the creation of a sanitary district if water quality continues to decrease over time.

The third area of concern is the shift in tax burden due to use value assessment. Since the majority of the land base in the Town is used for agricultural purposes, it is assessed at a much lower rate. The Town's mill rate in 2003 was the second highest for all Towns in Portage County. The Town Plan Commission identified a need to expand the tax base within its borders.

### **Section 1.7 Town of Pine Grove Vision**

Over the next twenty years, we desire to live in a community where residents have respect for each other; to the extent that property values are maintained or enhanced, natural resources are protected, services are provided, and a high quality of life is sustained through minimal regulation.

### **Section 1.8 Goals, Objectives and Policies**

The Town of Pine Grove recognizes the important role that planning plays in shaping the Town's quality of life. As growth and development occurs over time, residents have expressed a desire to establish and maintain limited regulations while taking into consideration the public interest.

Goals, objectives and policies provide the framework for guiding future community development activities in the Town of Pine Grove. 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.