

CHAPTER 1 Issues And Opportunities For Comprehensive Planning In The Village Of Whiting

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

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

The purpose of a comprehensive planning program is to promote orderly and beneficial development, helping to create a community that offers residents an 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, supporting good schools, a variety of community facilities and services, efficient land use and transportation systems, and encouraging sufficient employment opportunities and adequate, affordable housing.

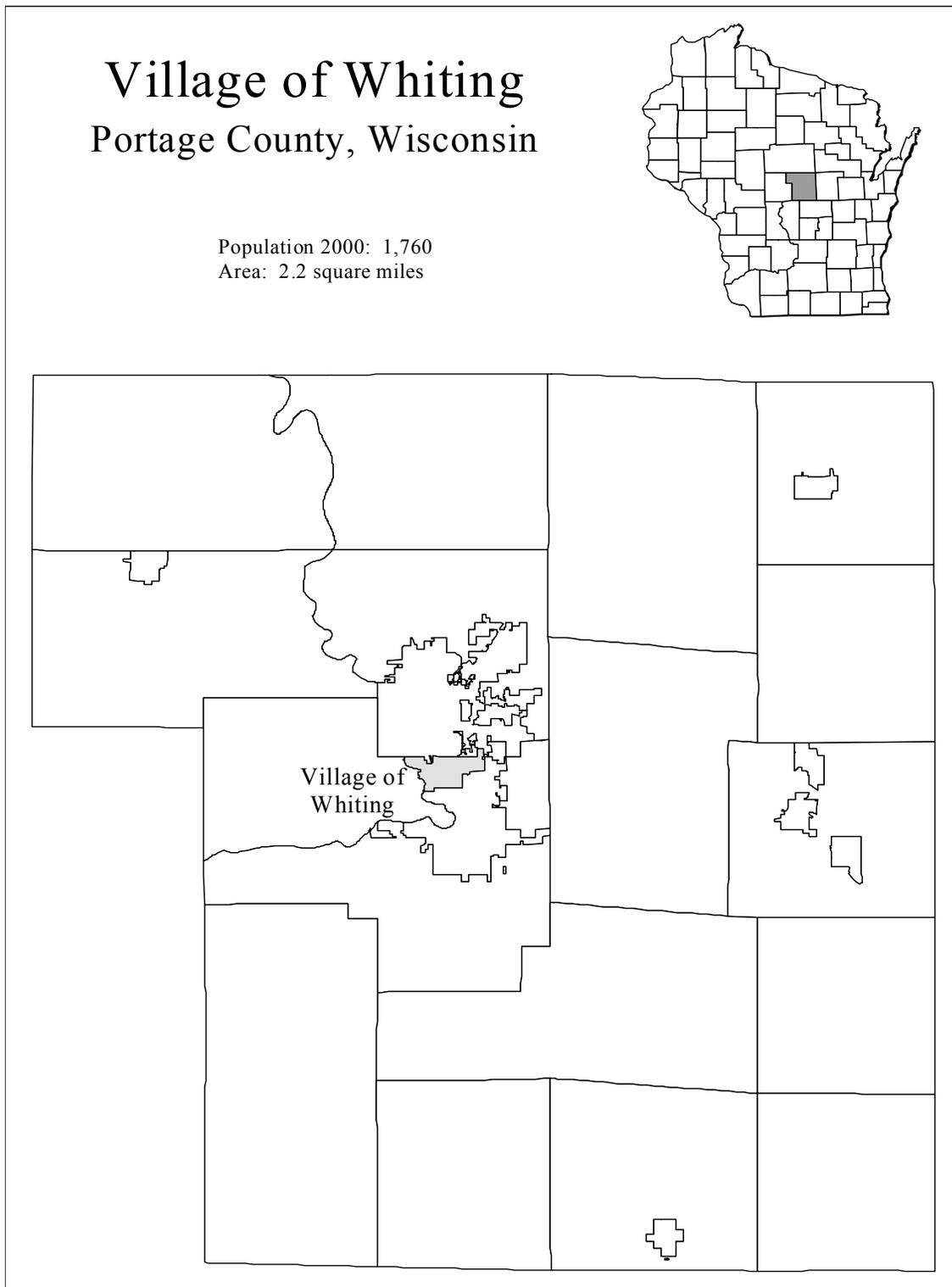
The planning process involves understanding the various physical, economic, and social issues within the Village. It examines where the Village has been, where it is now, what goals or targets the community hopes to achieve, and what actions are necessary to reach these goals. A successful planning program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

Section 1.1 Brief History and Description of Planning Area

Whiting was incorporated as a Village in 1947 after voters approved the move in a special vote held at McDill School. Land for the Village was previously within the Town of Plover. Getting enough votes to incorporate the Village of Whiting was the easy part. Agreeing on a name for the newly created Village was a little more difficult. In fact, there was a great deal of debate among residents, who were torn between the names McDill and Whiting for their new municipality.

The McDill name, residents maintained, would be a tribute to the area’s founding fathers, Thomas H. and Alexander McDill and Thomas’s son, George. The McDills, pioneer lumbermen, operated a sawmill at the current site of Whiting Park beginning in the 1850’s. Back then, the area was named McDillville in their honor. That name later was shortened to McDill, one of the original plats that became part of the Village of Whiting. Until then, the area had always been referred to as McDill. George McDill, a prominent businessman and education advocate, inherited his father’s sawmill and built a gristmill on the same site.

Figure 1.1



By the time the Village was incorporated by voters in 1947, however, most of the McDill family members had died or moved away. The Whiting name was proposed to recognize George A. Whiting, a Neenah industrialist who was a local pioneer in the paper industry. In 1891, he organized the Wisconsin River Pulp and Paper Co. that became the Wisconsin River Division of Consolidated Papers, and eventually Stora Enso North America today. He later built the Whiting-Plover Paper Co. mill, which is now the Kimberly-Clark's Neenah Division paper mill. His name was given to the former Whiting Hotel in Stevens Point and to the Stevens Point Country Club, which was the Whiting Country Club when it was organized.

Despite arguments in support of the McDill name, a majority voted overwhelmingly to incorporate the Village under the name of Whiting. For some, the Village will always be remembered as McDill.

For the most part, Whiting's neighborhoods had been platted when the area was settled in the late 1800's as Conant Rapids and the Town of McDill. Residential growth has occurred largely in the Village's northeast corner, which was annexed sometime after incorporation. As a new Village, Whiting provided for itself in paving roads, establishing a fire department, setting up water services, and developing a parks system. Whiting Park and its baseball diamond stand where the first sawmill was built in the 1850's. When the mill was demolished in the late 1950s, the Village bought the site and laid it out as one of its newest municipal improvements. The area's three biggest mills - the Stevens Point Pulp and Paper Co., the Wisconsin River Division of Consolidated Water Power and Paper Co., and the Whiting-Plover Paper Co. - were all located in what became Whiting. The latter two still remain, making Whiting unique across Wisconsin for having more than one paper mill within its borders.

Although it hasn't grown much from its original one and one-half square miles, the Village has nearly tripled its population since it incorporated. Almost 700 people lived in the Village in 1947. Census figures show Whiting's population peaked at 2,050 in 1980, and stood at 1,769 in 2000. Today, Whiting occupies nearly 1,400 acres and operates under a Village President/Trustee system of government. *Information for this section was derived from articles from the Stevens Point Journal (Brenda Regeth) May 1992.*

Section 1.2 Past Planning In Whiting

1982 Land Use Plan

On February 9, 1982 the Whiting Village Board adopted a Land Use Plan. This document consisted of a single page map (see Map 1.1 below) and land use classification legend. The classification categories were:

- Mixed Use 1 – General commercial, business and professional offices, apartments, public and institutional uses.
- Mixed Use 2 – Small business and professional offices, apartments and duplexes.
- General Industrial – Heavy and light industrial uses.
- High Density Residential – Apartments and duplexes (served by municipal utilities).

Map 1.1 Whiting's 1982 Land Use Map

- Mixed Residential – Apartments, duplexes, single family potential (additional study and refinement needed to determine the most advisable housing type).
- Single Family Residential – Includes duplexes under special conditions, and public and institutional uses.
- Natural Areas, Recreation, Open Space, and Public Ownership – Wetlands, floodplains, streams and shorelands, drainage courses, steep slopes, parks, public and private outdoor recreation, conservation activities, other public or institutional lands, public and private utility facilities, waste treatment facilities under special conditions, and customary accessory uses to the above.

Section 1.3 The Current Comprehensive Planning Process

As mentioned in the introduction to this document, this Village of Whiting 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 Village of Whiting Plan Commission began the Village Comprehensive Planning process in earnest in March 2003. The Plan Commission met monthly through September 2004 to put together the first complete preliminary draft of the plan.

The comprehensive planning process involves 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, or prevent undesirable change.

The next phase involves the selection of a preferred alternative for guiding future growth. The Land Use Element relates how the Village is expected to grow, identifying in general terms how development should proceed in the future to achieve community goals.

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.

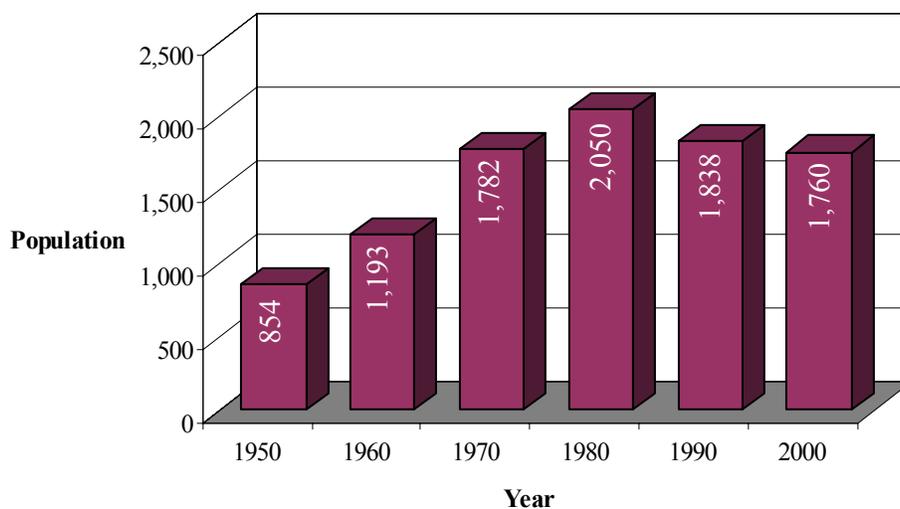
The Comprehensive Plan is the primary link between the past, the present, and the future, making it perhaps the best resource for achieving continuity over a period of time. It is to be used as a guide by those making decisions with regard to the development of the community. The Comprehensive Plan must 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 Village can make. As a collection of policies and plans designed to guide future growth and development, it will help ensure continuity over time as changes occur within the Village of Whiting.

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. The Village of Whiting has seen a gradual decline in its population since peaking in 1980. According to the latest Census information, the population decreased by 290 people between 1980 and 2000 (see Figure 1.3 and Table 1.1 below). The *Age Distribution* section below will discuss the make-up of Village population over time.

Figure 1.3: Village of Whiting Population Change, 1950 to 2000



Source: US Bureau of Census

The Village's population decrease of over 14% from 1980 to 2000 is quite a contrast to the growth rate for Portage County overall (+41%) and the State (+21%) over the same time period. The other metro area municipality with a similar, landlocked situation (Park Ridge) also declined in population over the last twenty years at an even more accelerated pace. The 2004 State of Wisconsin Department of Administration population estimate for the Village of Whiting was 1,724, a decrease of 2% since the 2000 Census. Park Ridge is also estimated to be losing residents, again at a more accelerated rate than Whiting. Stevens Point and Plover, with land available for development, continued to increase in population.

Table 1.1: Village of Whiting Population Change, 1980 to 2004

	Census			State DOA Estimate	1980 to 2000 Change	2000 to 2004 Change
	1980	1990	2000	2004		
Village of Whiting	2,050	1,838	1,760	1,724	-14.1%	-2.0%
City of Stevens Point	22,970	23,002	24,551	25,094	6.9%	2.2%
Village of Plover	5,310	8,176	10,520	11,074	98.1%	5.3%
Village of Park Ridge	643	546	488	470	-24.1%	-3.7%
Portage County	57,420	61,405	67,182	68,922	17.0%	2.6%
State of Wisconsin	4,705,642	4,891,769	5,363,675	5,532,000	14.0%	3.1%

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

Table 1.2 below helps to illustrate the migration patterns of Village residents by examining where residents were living five years prior to the Census. The “Same House” column identifies the Whiting 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 Whiting residents that lived in a home outside the Village, but within Portage County, in 1995. The “Different House, Different County” column identifies the Whiting residents that lived in a home outside of the Village and Portage County, but within the State of Wisconsin, in 1995. The “Different State” column identifies the Whiting residents that lived in a home outside the State of Wisconsin in 1995. Altogether, this information provides insight into the nature and pace of new residents moving into the Village.

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

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

Source: US Census Bureau, 1990 and 2000 Census.

Based on 2000 Census information, sixty percent (60%) of the Village's residents lived in the same house as they did in 1995, down four percent (4%) from 1990. Thirty-one percent (31%) of Village residents in the year 2000 had moved into the Village after living in other parts of Portage County in 1995 (up from 25% in 1990); five percent (5%) lived in a different Wisconsin County in 1995 before moving to Whiting (down from 6%), and four percent (4%) moved to the Village from another state (no change). These numbers provide evidence of an increase in the amount of housing turn-over within the Village of Whiting: reduced percentage of residents

living long term in the same dwelling; more people relocating into the Village from within Portage County.

B. Age Distribution

Table 1.3 below details the number of Village residents that occupied specific age groups in each of the last three Census years, along with similar information for the other urban area communities (City of Stevens Point, Villages of Plover and Park Ridge - in the form of the average for all three) and the County as a whole. See Appendix D for individual communities.

Insight into the nature of the Village population's change over time can be gained through examining how these age groups change as they move through their life cycles. The age groups (or "cohorts" as they are called when tracking a group of same-aged people) have been displayed within the table in ten-year increments to more easily see how their numbers increase or decline over different Census years. The diagonal series of gray or white boxes within Table 1.3 indicate the path of each age cohort through the three Census periods.

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

	Village of Whiting			Urban Area Average			Portage County		
	1980	1990	2000	1980	1990	2000	1980	1990	2000
Under 5 years	112 5.5%	92 5.0%	96 5.5%	587 6.1%	654 6.2%	680 5.7%	4,343 7.6%	4,226 6.9%	3,964 5.9%
5 to 14 years	317 15.5%	204 11.1%	186 10.6%	1,121 11.6%	1,274 12.0%	1,387 11.7%	8,671 15.1%	9,080 14.8%	9,118 13.6%
15 to 24 years	333 16.2%	233 12.7%	180 10.2%	3,391 35.2%	3,040 28.7%	3,337 28.2%	15,270 26.6%	13,081 21.3%	13,983 20.8%
25 to 34 years	270 13.2%	209 11.4%	173 9.8%	1,421 14.7%	1,739 16.4%	1,547 13.1%	9,180 16.0%	9,897 16.1%	8,322 12.4%
35 to 44 years	251 12.2%	270 14.7%	222 12.6%	767 8.0%	1,275 12.1%	1,560 13.2%	5,593 9.7%	8,690 14.2%	10,261 15.3%
45 to 54 years	198 9.7%	228 12.4%	224 12.7%	708 7.3%	774 7.3%	1,324 11.2%	4,447 7.7%	5,489 8.9%	8,945 13.3%
55 to 64 years	179 8.7%	167 9.1%	209 11.9%	661 6.9%	674 6.4%	752 6.3%	4,185 7.3%	4,299 7.0%	5,235 7.8%
65 to 74 years	175 8.5%	155 8.4%	172 9.8%	559 5.8%	587 5.6%	620 5.2%	3,391 5.9%	3,610 5.9%	3,791 5.6%
75 to 84 years	137 6.7%	174 9.5%	165 9.4%	331 3.4%	420 4.0%	458 3.9%	1,806 3.1%	2,273 3.7%	2,565 3.8%
85 years and over	78 3.8%	106 5.8%	133 7.6%	95 1.0%	139 1.3%	182 1.5%	534 0.9%	720 1.2%	998 1.5%
Total	2,050	1,838	1,760	9,641	10,576	11,853	57,420	61,405	67,182
Median Age	34.7	41.4	46.2	28.3	32.6	35.5	25.4	29.3	33.0

Source: US Census Bureau, 1980, 1990, 2000 Census. Urban Area Average = Stevens Point, Villages of Plover, Park Ridge.

The 5-to-14 year old cohort numbered 317 people in 1980. This number decreased to 233 in 1990 (as the 5-to-14 year olds became 15-to-24 year olds), and dropped to 173 in 2000 as 25-to-

34 year olds. 144 residents, or 45% of this cohort, left the Village over a twenty-year period. All age cohorts lost residents over the last ten years, with the exceptions of 35-to-45 year olds and 65-to-84 year olds. The 1980 15-to-24 year old cohort numbered 333. Between 1980 and 1990, this group lost nearly 38% of its residents. Between 1990 and 2000, however, 13 new residents joined this group (+6%). A similar trend took place in the year 2000 65-to-74 and 75-to-84 year old categories.

The median age for the Village of Whiting has risen nearly 12 years since 1980, with a slower rate of increase since 1990. 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. The median age for the Urban Area overall and Portage County are significantly younger than Whiting. The number and percentage of the Village population over the age of 65 has been moving up since 1980, with the number of residents 85 years + doubling in 20 years. Whiting has retained and increased its population of residents aged 65 to 85 at a level higher than the Urban Area average and the County as a whole.

Table 1.4: Comparison of Population Aged 65+

Age	Village of Whiting			Urban Area Average			Portage County		
	1980	1990	2000	1980	1990	2000	1980	1990	2000
65 years and over	390 <i>19.0%</i>	435 <i>23.7%</i>	470 <i>26.7%</i>	985 <i>10.2%</i>	1,146 <i>10.8%</i>	1,260 <i>10.6%</i>	5,731 <i>10.0%</i>	6,603 <i>10.8%</i>	7,354 <i>10.9%</i>
Total Population	2,050	1,838	1,760	9,641	10,576	11,853	57,420	61,405	67,182
Median Age	34.7	41.4	46.2	28.3	32.6	25.6	25.4	29.3	33.0

Source: US Census Bureau, 1980, 1990, 2000 Census. Urban Area Average = Stevens Point, Villages of Plover, Park Ridge.

To summarize, the median age for Whiting continues to creep upward, and the percentage of the oldest residents within the Village has been increasing. There has been a considerable amount of discussion about the impending aging of the general population across the County and the Nation. Based on the 2000 Census information on the number and nature of aging for the existing residents, the Village of Whiting is one of the main focal points for these issues across the County. With the aging of the population, however, comes the possibility of an influx of younger residents as the seniors pass away or move to a different location. The Comprehensive Plan should consider this eventuality as a part of the Village future land use needs.

C. Education Levels

Changes in educational attainment, as reported in the Census information, have followed similar trends across the different municipal divisions within Portage County. Table 1.5 below compares the attainment information for the Village of Whiting with the Urban Area Average and Portage County as a whole.

The number and percentage of Whiting, Urban Area, and Portage County residents aged 25 and over with a less than 9th grade education decreased dramatically between 1990 and 2000. The percentage of 25+ year-old Whiting residents who completed some college, or completed a college degree program rose from thirty-four percent (34%) to forty-seven percent (47%) over the same period. This 10-year increase in attainment (+13%) was a greater gain than that of the Urban Average (+8%) and the County as a whole (+9%), although Whiting still trails both in this category.

Table 1.5: Comparison of Educational Attainment

Ed. Attainment (Persons 25 yrs+)	Village of Whiting		Urban Area Average		Portage County	
	1990	2000	1990	2000	1990	2000
Less Than 9th Grade	226 <i>17.3%</i>	123 <i>9.6%</i>	530 <i>9.4%</i>	364 <i>5.7%</i>	4,065 <i>11.6%</i>	2,420 <i>6.0%</i>
9th to 12th Grade (No Diploma)	144 <i>11.0%</i>	83 <i>6.5%</i>	437 <i>7.8%</i>	446 <i>6.9%</i>	3,029 <i>8.7%</i>	3,019 <i>7.5%</i>
High School Graduate	497 <i>38.0%</i>	476 <i>37.0%</i>	1,988 <i>35.4%</i>	2,078 <i>32.3%</i>	14,082 <i>40.2%</i>	14,952 <i>37.2%</i>
Some College (No Degree)	164 <i>12.5%</i>	235 <i>18.3%</i>	938 <i>16.7%</i>	1,290 <i>20.0%</i>	5,205 <i>14.9%</i>	7,572 <i>18.9%</i>
Associate Degree	73 <i>5.6%</i>	75 <i>5.8%</i>	326 <i>5.8%</i>	450 <i>7.0%</i>	1,922 <i>5.5%</i>	2,802 <i>7.0%</i>
Bachelor's Degree	152 <i>11.6%</i>	203 <i>15.8%</i>	925 <i>16.5%</i>	1,217 <i>18.9%</i>	4,594 <i>13.1%</i>	6,468 <i>16.1%</i>
Graduate or Professional Degree	53 <i>4.0%</i>	90 <i>7.0%</i>	467 <i>8.3%</i>	593 <i>9.2%</i>	2,107 <i>6.0%</i>	2,910 <i>7.2%</i>
TOTAL	1,309	1,285	5,611	6,438	35,004	40,143

Source: US Census Bureau, 1990, 2000 Census. Urban Area Average = Stevens Point, Villages of Plover, Park Ridge.

Due to its larger population of older residents, Whiting has a larger percent of its residents with less than 9th grade education attainment than the Urban Area and Portage County.

D. Households and Income

The Village of Whiting residential community is made up of different types of households. Table 1.6 below details the changes in the make-up of Village households over the last 20 years, and compares them the data for the Urban Area and Portage County. Family households, traditionally the largest group within the Village, have seen their number and percentage of total households decrease of the last 20 years. Non-family households, or households made up of non-related residents, have increased from approximately 25% of total households in 1980 to over 35% in the year 2000. Married-couple households, traditionally the largest group within the Whiting family households, have seen their number and percentage decrease over the last 20 years. Single-father or mother headed family households have increased from 7% in 1980 to nearly 13% in 2000, with a majority of the rise attributable to the increase in single-father headed households. In Non-Family households, Whiting has a much higher percentage of residents living alone than either the Urban Area or County overall.

The Persons Per Household calculation for both the Village and the County have continued a shrinking trend; however, the Village rate has decline 0.63 persons since 1980, while the County has decreased 0.39 persons. The Urban Area Average has decreased 0.51 persons.

Table 1.6: Household Type Comparison for Whiting, the Urban Area & Portage County

Household Type	Village of Whiting			Urban Area Average			Portage County		
	1980	1990	2000	1980	1990	2000	1980	1990	2000
Family Households <i>(% of Total Households)</i>	467 75.4%	454 71.3%	445 64.5%	1,997 63.4%	2,285 60.6%	2,549 56.6%	13,257 72.4%	14,883 69.9%	16,496 65.9%
Married-Couple Families <i>(% of Family Households)</i>	432 92.5%	406 89.4%	388 87.2%	1,681 84.2%	1,856 81.2%	2,012 78.9%	11,592 87.4%	12,645 85.0%	13,808 83.7%
Other Family, Male Householder <i>(% of Family Households)</i>	7 1.5%	8 1.8%	16 3.6%	65 3.3%	88 3.9%	144 5.6%	437 3.3%	602 4.0%	861 5.2%
Other Family, Female Householder <i>(% of Family Households)</i>	28 6.0%	40 8.8%	41 9.2%	252 12.6%	341 14.9%	392 15.4%	1,228 9.3%	1,636 11.0%	1,827 11.1%
Non-Family Households <i>(% of Total Households)</i>	152 24.6%	183 28.7%	245 35.5%	1,152 36.6%	1,487 39.4%	1,952 43.4%	5,056 27.6%	6,423 30.1%	8,544 34.1%
Householder Living Alone <i>(% of Non-Family Households)</i>	133 87.5%	160 87.4%	208 84.9%	798 69.3%	1,018 68.5%	1,331 68.2%	3,730 73.8%	4,679 72.8%	6,130 71.7%
Householder 65 Years and Over <i>(% of Non-Family Households)</i>	~ 6.0%	89 48.6%	128 52.2%	~ 12.6%	397 14.9%	1,106 15.4%	~ 9.3%	1,933 11.0%	2,196 11.1%
Total Households	619	637	690	3,149	3,772	4,500	18,313	21,306	25,040
Persons Per Household	2.94	2.53	2.31	2.92	2.60	2.41	2.93	2.71	2.54

Source: US Census Bureau, 1980, 1990, 2000 Census. Urban Area Average = Stevens Point, Villages of Plover, Park Ridge.

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

Table 1.7: Household Income Comparison for Whiting, the Urban Area & Portage County

Household Income Per Year	Village of Whiting			Urban Area Average			Portage County		
	1979	1989	1999	1979	1989	1999	1979	1989	1999
Less Than \$10,000	152 24.5%	88 13.8%	52 7.9%	992 31.6%	688 18.2%	397 8.8%	5,300 28.9%	3,210 15.0%	1,767 7.0%
\$10,000 to \$14,999	97 15.6%	57 8.9%	53 8.1%	501 16.0%	399 10.6%	350 7.8%	2,919 15.9%	1,978 9.3%	1,608 6.4%
\$15,000 to \$24,999	160 25.8%	99 15.5%	74 11.3%	876 27.9%	765 20.3%	673 15.0%	5,423 29.6%	4,072 19.1%	3,174 12.6%
\$25,000 to \$34,999	143 23.1%	108 17.0%	103 15.7%	457 14.6%	636 16.9%	639 14.2%	2,907 15.8%	3,654 17.1%	3,425 13.6%
\$35,000 to \$49,999	53 8.5%	134 21.0%	113 17.2%	212 6.8%	655 17.4%	755 16.8%	1,223 6.7%	4,370 20.5%	4,484 17.9%
\$50,000 to \$74,999	15 2.4%	117 18.4%	141 21.5%	66 2.1%	465 12.3%	911 20.3%	380 2.1%	2,983 14.0%	5,771 23.0%
\$75,000 to \$99,999	0 0.0%	26 4.1%	68 10.4%	34 1.1%	101 2.7%	423 9.4%	193 1.1%	661 3.1%	2,820 11.2%
\$100,000 to \$149,999	~ 0.0%	8 1.3%	42 6.4%	~ 0.5%	44 1.2%	223 5.0%	~ 0.6%	274 1.3%	1,346 5.4%
\$150,000 or more	~ 0.0%	0 0.0%	10 1.5%	~ 0.5%	18 0.5%	127 2.8%	~ 0.6%	134 0.6%	717 2.9%
Total Households	620	637	656	3,139	3,771	4,498	18,345	21,336	25,112
Median H-Hold Income	\$18,780	\$32,031	\$42,381	\$21,506	\$32,842	\$47,149	\$16,659	\$28,686	\$43,487

Source: US Census Bureau, 1980, 1990, 2000 Census. Urban Area Average = Stevens Point, Villages of Plover, Park Ridge.

Table 1.7 above 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 the Village of Whiting that the percentage of households making greater than \$50,000 per year has increased from 2.4% in 1979 to nearly 40% in 1999. Median household income has increased from \$18,780 to \$42,381 over the same period, with the majority of the increase occurring from 1979 to 1989. The percentage increase in households earning greater than \$50,000 for Portage County as a whole is roughly the same over the 20-year period (3% to 42%). The median household income for the County, while slightly lower than Whiting in 1980, is now slightly higher than the Village. The Urban Area Average for median income has historically been higher than Whiting.

With the examination of income information, the Village 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 1.8 below outlines poverty thresholds for 1980, 1990, and 2000. Table 1.9 lists the Census information on poverty for the total number of residents, persons age 65 and above, and families within the Village of Whiting, Urban Area Average, and Portage County as a whole. According to Census figures, the Village of Whiting has historically had a lower percentage of residents earning below the poverty level than the average rural Village or the County as a whole.

Table 1.8: 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: US Census Bureau

Table 1.9: Poverty Comparison for Whiting, the Urban Area & Portage County

	Village of Whiting		Urban Area Average		Portage County	
	1989	1999	1989	1999	1989	1999
Persons	1,610	1,760	9,477	11,853	57,805	67,182
Below Poverty Level	79	90	1,613	1,442	7,454	6,074
	4.9%	5.1%	17.0%	12.2%	12.9%	9.0%
Persons 65 Years and Over	255	470	1,098	1,261	5,327	7,354
Below Poverty Level	25	27	134	84	740	561
	9.8%	5.7%	12.2%	6.7%	13.9%	7.6%
Families	458	430	2,273	2,588	14,927	16,643
Below Poverty Level	7	3	181	140	1,051	725
	1.5%	0.7%	8.0%	5.4%	7.0%	4.4%

Source: US Census Bureau, 1990, 2000 Census. Urban Area Average = Stevens Point, Villages of Plover, Park Ridge.

E. Employment Characteristics

Table 1.10 below summarizes employment by industry data provided for the last three Census years. This information represents what type of industry that the working residents of the Village were employed by, and is not a listing of the employment currently located within the Village of Whiting. The discussion of the Village economy will take place within the Economic Development Element of this Comprehensive Plan. It should be noted that the method used for classifying industries was changed between the 1990 and 2000 Census, and therefore the information included in the industry categories of Table 1.10 is not entirely consistent for comparison between those years. The table attempts to place the three Census years in a useable context.

Table 1.10: Summary of Employment by Industry

Industry	Village of Whiting			Urban Area Average			Portage County		
	1980	1990	2000	1980	1990	2000	1980	1990	2000
Agriculture, Forestry, Fisheries, Mining	17 2.1%	2 0.2%	13 1.5%	54 1.2%	84 1.6%	55 0.9%	1,816 7.3%	1,755 5.8%	1,241 3.5%
Construction	26 3.2%	23 2.7%	33 3.8%	128 2.9%	156 3.0%	234 3.7%	1,004 4.0%	1,297 4.3%	1,707 4.8%
Manufacturing	203 24.7%	166 19.4%	202 23.4%	720 16.1%	784 15.1%	915 14.5%	4,637 18.6%	5,373 17.8%	6,314 17.7%
Transportation, Warehousing, Utilities	49 6.0%	49 5.7%	47 5.4%	181 4.1%	197 3.8%	285 4.5%	1,214 4.9%	1,511 5.0%	1,948 5.5%
Information	~	~	23 2.7%	~	~	167 2.7%	~	~	835 2.3%
Communications/ Other Public Facilities	11 1.3%	14 1.6%	~	65 1.5%	70 1.3%	~	325 1.3%	367 1.2%	~
Wholesale Trade	25 3.0%	46 5.4%	33 3.8%	141 3.2%	182 3.5%	216 3.4%	885 3.5%	1,026 3.4%	1,235 3.5%
Retail Trade	163 19.9%	170 19.8%	95 11.0%	888 19.9%	1,094 21.0%	944 15.0%	4,317 17.3%	5,667 18.8%	4,813 13.5%
Finance, Insurance, Real Estate	110 13.4%	122 14.2%	90 10.4%	577 12.9%	589 11.3%	664 10.5%	2,971 11.9%	3,359 11.1%	3,682 10.3%
Professional, Management, Administrative	~	~	21 2.4%	~	~	353 5.6%	~	~	1,627 4.6%
Business and Repair Services	10 1.2%	35 4.1%	~	107 2.4%	180 3.5%	~	518 2.1%	941 3.1%	~
Personal Services	~	17 2.0%	~	~	157 3.0%	~	~	777 2.6%	~
Arts, Entertainment, Recreation Services	19 2.3%	2 0.2%	82 9.5%	135 3.0%	92 1.8%	670 10.6%	734 2.9%	388 1.3%	3,005 8.4%
Educational, Health, Social Services	142 17.3%	153 17.9%	178 20.6%	1,231 27.6%	1,199 23.0%	1,445 22.9%	5,331 21.4%	5,617 18.6%	7,192 20.2%
Other	20 2.4%	42 4.9%	28 3.2%	116 2.6%	299 5.7%	200 3.2%	624 2.5%	1,362 4.5%	1,236 3.5%
Public Administration	26 3.2%	16 1.9%	19 2.2%	124 2.8%	120 2.3%	154 2.4%	571 2.3%	710 2.4%	842 2.4%
Total Employed Persons	821	857	864	4,468	5,202	6,300	24,947	30,150	35,677
Unemployed Persons	55	31	20	297	290	505	2,013	1,590	2,255
Total Labor Force	876	888	884	4,765	5,492	6,806	26,960	31,740	37,944
Percent Unemployed	6.3%	3.5%	2.3%	6.2%	5.3%	7.4%	7.5%	5.0%	5.9%
Persons 16 Years +	~	1,524	1,451	~	8,528	9,641	~	47,202	53,135

Source: US Census Bureau, 1980, 1990, 2000 Census. Urban Area Average = Stevens Point, Villages of Plover, Park Ridge.

Section 1.5 Forecasts

A. Population Projections

The Portage County Planning and Zoning Department has historically prepared population projections for each of the municipalities within the County, generally based on long-range projections of Portage County population produced by the State Department of Administration. Over the past 20 years, the Village of Whiting has experienced decreasing population, and is projected by the State to maintain this decline. The Village of Whiting and the Portage County Planning and Zoning Department worked together to find a population projection that better represented the Village. Population decline in Whiting was seen as being caused by a drop in the persons per household over that time period. This trend is accounted for by an increasing median age for Village residents, and the decreasing number of persons living in each household through children leaving home and death of older residents. The Village Plan Commission and Board feel that this trend will stabilize and reverse as younger families move into the Village, which will in turn raise the persons per household. The number of new housing units available within Whiting will increase modestly throughout the planning period (see Section 1.5(B) below) leaving persons per household as a main determinant of the number of residents within the Village of Whiting.

According to the 2000 Census (Table 1.6 above), Whiting averaged 2.31 persons per household (PPH) in 690 occupied housing units. The Village Plan Commission and Board anticipate that this average will remain stable throughout the current planning period. This assumption is based on the belief that Whiting, with its elementary school, adjacent junior high school, large park, river access, quiet atmosphere, central location and low taxes, will remain a desirable place to live, particularly for young families.

Slightly under 91% (1,597) of Whiting residents lived in households in 2000, with the remaining 9% (163) living in group quarters (nursing home, CBRF, etc.). To estimate the Whiting population for 2020, the 2.31 PPH was applied to the anticipated 734 occupied housing units (1.5(B) below), projecting 1,696 residents in these units. If the number of residents in group quarters was to remain constant (163), the total Whiting population in 2020 would be **1,859**. If the current percent of population in group quarters was held constant (9%), the total Whiting population in 2020 would be **1,864**.

This population projection does not include any large-scale development of vacant land for residential uses within the planning period (see Map 8.1 and Section 8.2(E) of the Land Use Chapter of this Comprehensive Plan). It is still possible, however, for vacant or developed lands within the Village to be developed or redeveloped. Larger-scale residential development could have a significant impact on the number of housing units and the Village's population.

B. Housing Unit Projections

The Village Plan Commission anticipates that the number of housing units will increase at a slow, steady rate. According to information in the Land Use Chapter of this Comprehensive Plan (Table 8.3), there will be an additional 12 acres of single-family and 1 acre of multi-family development within the Village by the year 2020. When considering likely development densities, this acreage should accommodate up to 45 additional units. The Whiting 2000 vacancy rate was under 2%. If a 2% vacancy rate was applied to the anticipated new units there would be up to 44 new occupied housing units by 2020, for a new total of 734 occupied units, 747 total housing units.

Beyond development of the identified vacant residential land, there is always the possibility that vacant land currently projected for a non-residential use could be developed residentially, thus increasing the number of housing units at a pace exceeding 45 units. It is not anticipated that this will occur during the planning period. See Land Use Section 8.2(E).

C. Employment Projections

The Village of Whiting has a minimal amount of land available for commercial use (See Table 8.1 and Map 8.1 in the Land Use Chapter). While limitations for existing commercial businesses exist, they will not preclude the expansion of businesses or the Village from attracting new businesses to try and make the best use of the limited amount of land available.

While it is not realistic that the Village will recruit another large manufacturing business, it is possible that existing businesses could expand or new businesses could develop at a higher intensity, increasing the amount of jobs, and tax base for the Village. While there are limited amounts of jobs available within the Village, Whiting will make every effort to maintain at a minimum the employment opportunities it currently offers. The Village is located within the Urban Area, which offers numerous employment opportunities for the residents. Sixty-seven percent of the Village residents work within the Urban Area, and twenty-six percent work within other parts of Portage County.

Section 1.6 Community Goals, Objectives and Policies

The Village of Whiting acknowledges that it has a limited amount of land available within the Village for new development, and has limited ability to expand the Village through annexation. The following goals, objectives and policies provide the framework for guiding future community development activities within Whiting. Goals are stated as desirable conditions to strive for in the future. They are common ideals of the community that can be achieved through the actions of government leaders, private enterprise and individuals. Objectives are general targets to be achieved along the path of satisfying community goals. Policies are methods of action to accomplish these stated objectives. Together these three pieces express the uniqueness of the community while stating changes that will produce desirable patterns for growth and development.

A. Goal

Whiting shall pursue policies that preserve its current quality living environment. It is the goal of the Village to maintain the overall aesthetic quality of its residential, recreational, commercial and industrial areas.

B. Objectives

1. Promote the maintenance and improvement of existing development within Whiting.
2. New development, either at the Village edge or on infill sites, should be designed in a manner that allows urban services to be most efficiently and economically provided.
3. Ensure that newly developed or redeveloped areas are compatible with existing uses of land.
4. To improve long range fiscal planning for the Village.

C. Policies

1. The Village of Whiting should implement the recommendations of the Comprehensive Plan to ensure the Village remains a desirable place to live and work, and support maintaining the current balance of residential, commercial, industrial and recreational land uses.
2. Current implementation tools, such as the zoning ordinance, official street map, subdivision regulations, shoreland and wetland ordinances should continue to be used and enforced.
3. The Village should continue to develop a capital improvement program to address future public utility, transportation, etc. needs.
4. The Village should encourage development which protects and enhances the Village's tax base.
5. The Whiting Plan Commission should maintain an active role in assessing Village needs, evaluating development, and utilizing the planning process as a means of accomplishing the recommendations contained in the Comprehensive Plan.