

Chapter 1 - Issues and Opportunities

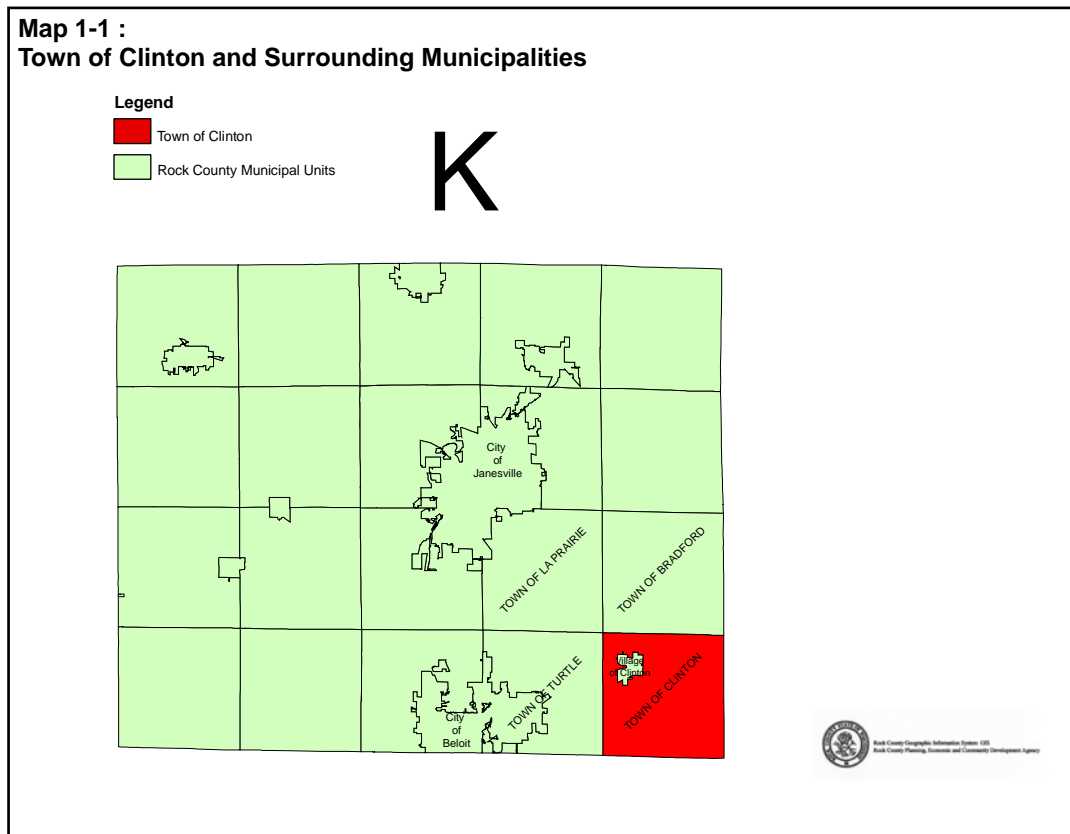
As defined in Wisconsin State Statutes 66.1001, the Issues and Opportunities element of a community's comprehensive plan is designed to provide "background information" on the community, including "population, household and employment forecasts;" as well as "demographic trends, age distribution, educational levels, income levels and employment characteristics." Also according to statute, the Issues and Opportunities element shall include a "statement of overall objectives, policies, goals and programs" of the community to guide its "future development and redevelopment... over a (minimum) 20-year planning period." This document adheres to these guidelines while utilizing a 30-year planning horizon.

Introduction

The Town of Clinton Comprehensive Plan is a component of a multi-jurisdictional planning effort with Rock County and eleven other local communities in the county. The intent of this multi-jurisdictional effort is to promote coordinated and consistent planning across governmental boundaries and through governmental layers.

Geographic Setting

The Town of Clinton is located in southeastern Rock County, Wisconsin (Map 1-1). It is bound to the west by the Town of Turtle, to the north by the Town of Bradford and to the east by the Town of Sharon in Walworth County, Wisconsin. The Town of Clinton shares its southern boundary with Boone County in Illinois.



The Village of Clinton is the only incorporated municipality in the Town, while 22,594 acres encompass unincorporated lands. The Town is located roughly six-and-a-half (6.5) miles from the southernmost border of the county seat, Janesville, a city with over 60,000 residents. Also nearby is Illinois' third largest city (Rockford, approximately fifteen (15) miles southwest), and Wisconsin's largest city, Milwaukee (approximately seventy (70) miles northeast).

Clinton has quite a flat topology. The prevalent natural characteristic is hydric soils, mostly minus inclusions. The hydric soils cover the significant amount of the Town, with the exception of the westernmost quarter of the Town, and the northwestern area, including where the Village of Clinton lies. Consideration of each of these geographic factors is vital to a responsible and thorough comprehensive planning process for the Town of Clinton.

Purpose and Intent

The primary purposes of this plan are to generate goals for attaining a desirable development pattern, devise strategies and recommendations the Town of Clinton can follow to achieve its desired development pattern, and to create a Comprehensive Plan Document that conforms with Wisconsin's Comprehensive Planning Legislation, commonly referred to as "Smart Growth."

The Town of Clinton Comprehensive Plan should be used by local officials when revising and administering their ordinances, as well as when setting priorities for major investments. The plan should be the basis for reviewing future developments, constructing transportation improvements, and extending public services. The plan is designed to be a guiding vision so that there is a consistent policy to follow and a clear goal for the future residents of the Town of Clinton.

Comprehensive Planning Process

In order to produce a plan that meets the requirements of the comprehensive planning law, Town leaders decided to work with Rock County. This decision allows the town to take advantage of the State of Wisconsin Department of Administration Comprehensive Planning Grant program to develop a new plan that would conform to the requirements of the Comprehensive Planning Law and better reflect Town residents' vision of how Clinton should develop through 2035.

As administrator of the Comprehensive Planning Grant, the Rock County Planning, Economic, and Community Development Agency was contracted with to provide professional planning assistance. Staff from the agency will prepare the background information and the recommendations of this plan based upon the consensus opinions of the citizens advisory committees, Town visioning sessions, surveys, and the Comprehensive Planning Law. The resulting plan adheres to the requirements of Wisconsin Comprehensive Planning Legislation.

Organization of the Town of Clinton Comprehensive Plan Document

This document will be comprised of nine elements that reflect the requirements in the Comprehensive Planning Law: Issues and Opportunities; Housing; Transportation; Utilities and Community Facilities; Cultural, Natural, and Agricultural Resources;

Economic Development; Intergovernmental Cooperation; Land Use; and Implementation. In addition to these nine elements, state statutes also provide that the County's existing Farmland Preservation Plans, Natural Hazard Mitigation Plans, Land Records Modernization Plans, and Park, Outdoor Recreation, and Open Space Plans be consistent with and part of a community's comprehensive plan.

Although all of these chapters have their own goals, objectives, and recommendations, the elements are all interrelated, and therefore, the goals, objectives, and recommendations are also. This plan is developed with the interrelationships of the elements in mind. The future land use plan contained in the land use chapter of the comprehensive plan provides a vision of how the Town of Clinton can look in the year 2035. There will be recommendations regarding the location, density, and design of future development, and these recommendations are the cornerstone of the overall plan. The future land use plan will be the composite of the goals, objectives, and recommendations contained in all of the chapters. The Rock County Planning, Economic & Community Development Agency has determined how the documents and maps are to be constructed, in keeping with Wisconsin's Comprehensive Planning legislation.

The final part of the plan involves implementing the recommendations made by the plan. A comprehensive plan is only effective when it is actually used. This includes utilizing the plan on a routine basis when making policy and administrative decisions and when creating or revising Town ordinances, such as the zoning ordinance, to guide development that is consistent with the plan. This document is not the end of the planning process. In fact, the plan will be reviewed and updated within five years of completion, and thereafter at a minimum of once every ten years. This periodic review ensures that planning within the Town will continue to evolve to reflect new trends and concepts.

Goals and Objectives Development Process

A major element of the comprehensive planning process is the identification of community-wide goals and objectives. This identification is obviously difficult as specific values held by residents are highly elusive and complex. While individuals vary widely in their choice of values and their tolerance and acceptance of differing attitudes, a large part of the plan's purpose is to satisfy the community's best interests. It is intended that the recommendations in this plan reflect the 14 local comprehensive planning goals prescribed in state statute and listed below:

1. Promotion of the redevelopment of lands with existing infrastructures and public services and the maintenance and rehabilitation of existing residential, commercial, and industrial areas.
2. Encouragement of neighborhood designs that support a range of transportation choices.
3. Protection of natural areas, including wetlands, wildlife habitats, lakes, woodlands, open spaces, and groundwater resources.
4. Protection of economically productive areas, including farmland and forests.
5. Encouragement of land uses, densities and regulations that promote efficient development patterns and low costs.
6. Preservation of cultural, historic and archaeological sites.

7. Encouragement of cooperation and coordination among nearby units of government.
8. Building community identity by revitalizing main streets and enforcing design standards.
9. Providing an adequate supply of affordable housing for all income levels within the community.
10. Providing infrastructure, services and developable land adequate to meet existing and future market demand for residential, commercial and industrial uses.
11. Promoting expansion or stabilization of the economic base and job creation.
12. Balancing individual property rights with community interests and goals.
13. Planning and developing land uses that create or preserve unique urban and rural communities.
14. Providing an integrated, efficient, and economical transportation system that meets the needs of all citizens.

Citizen Participation Plan

The Rock County Planning and Development Agency constructed a Citizen Participation Plan at the beginning of the planning process. The intent of the Citizen Participation Plan is to foster public participation throughout every step of the planning process. In addition to a visioning process, the County will hold open discussions, citizen surveys, element workshops, and annual "open house" meetings to engender public participation in the creation of the comprehensive plan.

Visioning Sessions

The Town of Clinton is an environmentally conscious community, working to sustain its rural identity, while preserving agriculture and planning for orderly growth.

In order to identify the Town of Clinton's priorities for community development, as well as key issues and concerns to be addressed, the Rock County Planning and Development Agency has held a public two-part visioning session. The purpose of these sessions was for the agency to be provided with input into how the residents would like the Town to develop through the year 2035.

Both sessions were held at the Clinton Town Hall, at 7:00 in the evening. The first of the two sessions was held January 25, 2006. There were approximately 35 attendees at the session, and they gave input regarding the rate they wished Clinton to grow, what they liked and disliked about the transportation system, what resources should be protected, what kind of quality of life they desired for Clinton's future, and more. In addition, attendees drew on maps to indicate where they would like residential, commercial and industrial development to occur in the future. At the second visioning session, held February 22, 2006, these development areas were rated by attendees to determine the consensus of the participating public. There were 12 attendees at this second session.

Through the visioning, it was determined that Clinton residents are torn between wanting to see no growth, or limited growth such as what is projected for the town.

Some concerns were that a population increase would result in loss of farmland, leading to right-to-farm issues and eminent domain. Increased traffic congestion was another major concern, and public facilities could also be burdened, such as schools, roads and police protection. They all concurred that new development should take place in and around existing development, rather than scattered. Regarding utilities and facilities, attendees felt that phone service and dial-up Internet could be improved. They also felt there are problems with schools, road maintenance and the policing of parks. However, they were satisfied with emergency services, the electric company and some attendees felt schools and road maintenance are well served. Attendees felt rural areas should be kept rural, and only occupied by farmland, wetlands, quarries and parks. The only land use suggested as ideal for close to existing population centers was more residential development. Concerning transportation, Clinton residents seem to enjoy the proximity of I-43 and I-90, the good road connectivity within the town and the fact that there are many county and state maintained roads in the Town. In contrast, attendees overwhelmingly felt that a weakness of the transportation system was highway 67, because it is congested and unsafe. Attendees felt that both distribution centers and diesel fuel sales would thrive if located in the town, as would a small hotel or motel. The most critical issue facing the town, as perceived by visioning participants, is the Village of Clinton annexing. Keeping zoning localized and limiting nurseries were other important issues to the town. The visioning results, in their entirety, can be viewed in Appendix A.

Development areas were ranked at the second visioning session by attendees assigning point values to what they felt were ideal areas of future development of residential uses. The results indicated that they most prefer new residential development to occur northeast of the Village of Clinton, in an area bordered by I-43, Carvers Rock Road, County Trunk X and Highway 140. An area extending west of the Village, north of County Trunk X, continuing northward along County Trunk J is an additional area desired for residential growth. Some areas that garnered slight interest for future residential uses include the very northwestern corner of the Town, southeast of the Village and along Kemmerer Road, and in the Florence Drive/Bergen Road area, south of Dry Creek.

Most participants do not desire new commercial and industrial uses. However, the area surrounding the intersection of I-43 and Highway 140 was identified as a possible area for future commercial development, as was the area west of the Village of Clinton, north of the Union Pacific rail line and south of County Trunk X. Attendees chose not to include any industrial development in their sketches of future land use areas.

Town of Clinton Comprehensive Plan Goals and Objectives

Goals and objectives each have a distinct and different purpose within the planning process. Goals address major essential issues, which become apparent through the planning process. They are ideas and values, which are in the public interest and provide an end toward which the planning process is directed. The town's response to these goals and objectives are recommendations (policies) - discussed in each chapter specific to that comprehensive plan element- and programs - the means by which a community can achieve and/or implement the recommendations- discussed in the Implementation Element of the Town of Clinton Comprehensive Plan.

The comprehensive plan and future development of the Town is based on the following goals and objectives.

Issues and Opportunities Goal #1

To manage growth through a process involving all governmental units by guiding development to areas of sufficient physical characteristics and supporting infrastructure.

Objective: Manage growth by clearly designating Rural Transition Areas where existing rural development, physical features and existing public services support future rural development.

Objective: Encourage new development to take place near existing development, rather than in a scattered manner.

Issues and Opportunities Goal #2

To provide residents with opportunities to live, work, and recreate in the Town of Clinton.

Objective: Provide a diverse range of housing options to residents of all income levels.

Objective: Increase awareness and encourage utilization of higher education and continuing education opportunities in the area, thus encouraging young adults to remain in the Town of Clinton.

Objective: Explore Economic Development Programs to increase local employment opportunities.

Objective: Identify and attract business and industries that could benefit from Clinton's workforce, consumer base and other resources the Town has to offer.

Objective: Promote outdoor recreation and the preservation of wildlife and natural areas in the Town of Clinton.

Objective: Improve and repair dangerous and congested roadways in the Town.

Objective: Ensure safety and accessibility to the parks in the Town of Clinton.

Issues and Opportunities Goal #3

To preserve the rural, friendly atmosphere within the Town of Clinton

Objective: Promote the vitality and viability of existing agricultural operations, while exploring innovative agricultural pursuits.

Objective: Provide continued safety for all citizens of the Town of Clinton through rapid emergency response and adequate police and fire protection.

Objective: Promote continued cooperation with the Village of Clinton and with Rock County, for shared services such as emergency services, public safety and education.

Demographic Characteristics

At the core of any effective effort to track a community's development is the study of that community's population growth. Not only does this effort illustrate past growth, it can also shed light on what the future holds. A thorough understanding of

population trends for a community makes for more effective needs assessment regarding housing, education, utilities, and recreation, as well as its future land use and economic development. The Issues and Opportunities element of the Town of Clinton Comprehensive Plan addresses background information and supplies projections in the form of tables and figures embedded within the text of the document. In addition, a series of maps is compiled at the end of this chapter to illustrate many of the issues concerning the Town.

Table 1-1: Population Data, 1970-2005

Governmental Unit Name	1970 Census	1980 Census	1990 Census	2000 Census	2005 DOA Estimate
Town of Avon	614	555	570	586	589
Town of Beloit	9,182	8,382	6,778	7,038	7,319
Town of Bradford	1,071	1,100	1,030	1,007	1,027
Town of Center	942	908	861	1,005	1,040
Town of Clinton	1,090	925	899	893	909
Town of Fulton	2,126	2,866	2,867	3,158	3,230
Town of Harmony	1,364	2,090	2,138	2,351	2,448
Town of Janesville	2,700	3,068	3,121	3,048	3,343
Town of Johnstown	914	844	850	802	797
Town of La Prairie	1,086	1,099	943	929	905
Town of Lima	1,063	1,179	1,285	1,312	1,314
Town of Magnolia	736	746	717	854	855
Town of Milton	1,977	2,306	2,353	2,844	2,974
Town of Newark	1,456	1,574	1,514	1,571	1,593
Town of Plymouth	1,246	1,267	1,189	1,270	1,299
Town of Porter	884	940	953	925	969
Town of Rock	3,050	3,399	3,172	3,338	3,362
Town of Spring Valley	852	912	790	813	813
Town of Turtle	2,532	2,703	2,458	2,444	2,430
Town of Union	1,202	1,329	1,537	1,860	1,981
Village of Clinton	1,333	1,751	1,849	2,162	2,237
Village of Footville	698	794	764	788	769
Village of Orfordville	888	1,143	1,219	1,272	1,357
City of Beloit	35,729	35,207	35,571	35,775	36,106
City of Edgerton	4,118	4,335	4,254	4,891	5,096
City of Evansville	2,992	2,835	3,174	4,039	4,660
City of Janesville	46,426	51,071	52,210	60,200	62,130
City of Milton	3,699	4,092	4,444	5,132	5,437
Rock County Total	131,970	139,420	139,510	152,307	156,989
State of Wisconsin	4,417,731	4,705,642	4,891,769	5,363,715	5,580,000

Source: Wisconsin Department of Administration, 2005. U.S. Bureau of the Census, 1970, 1980, 1990, & 2000.

Table 1-2: Population Change, 1970-2005

Governmental Unit Name	1970 - 1980		1980 - 1990		1990 - 2000		2000 - 2005*	
	Number	Percent	Number	Percent	Number	Percent	Number	Percent
Town of Avon	-59	-9.6%	15	2.7%	16	2.8%	3	0.5%
Town of Beloit	-800	-8.7%	-1,604	-19.1%	260	3.8%	281	4.0%
Town of Bradford	29	2.7%	-70	-6.4%	-23	-2.2%	20	2.0%
Town of Center	-34	-3.6%	-47	-5.2%	144	16.7%	35	3.4%
Town of Clinton	-165	-15.1%	-26	-2.8%	-6	-0.7%	16	1.8%
Town of Fulton	740	34.8%	1	0.03%	291	10.2%	72	2.3%
Town of Harmony	726	53.2%	48	2.3%	213	10.0%	97	4.1%
Town of Janesville	368	13.6%	53	1.7%	-73	-2.3%	295	9.7%
Town of Johnstown	-70	-7.7%	6	0.7%	-48	-5.7%	-5	-0.6%
Town of La Prairie	13	1.2%	-156	-14.2%	-14	-1.5%	-24	-2.6%
Town of Lima	116	10.9%	106	9.0%	27	2.1%	2	0.2%
Town of Magnolia	10	1.4%	-29	-3.9%	137	19.1%	1	0.1%
Town of Milton	329	16.6%	47	2.0%	491	20.9%	130	4.8%
Town of Newark	118	8.1%	-60	-3.8%	57	3.8%	22	1.4%
Town of Plymouth	21	1.7%	-78	-6.2%	81	6.8%	29	2.3%
Town of Porter	56	6.3%	13	1.4%	-28	2.9%	44	4.8%
Town of Rock	349	11.4%	-227	-6.7%	166	5.2%	24	0.7%
Town of Spring Valley	60	7.0%	-122	-13.4%	43	5.4%	-	0.0%
Town of Turtle	171	6.8%	-245	-9.1%	-14	-0.6%	-33	-1.0%
Town of Union	127	10.6%	208	15.7%	323	21.0%	121	6.5%
Village of Clinton	418	31.4%	98	5.6%	313	16.9%	75	3.5%
Village of Footville	96	13.8%	-30	-3.8%	24	3.1%	-19	-2.4%
Village of Orfordville	255	28.7%	76	6.7%	53	4.3%	85	6.7%
City of Beloit	-522	-1.5%	364	1.0%	204	0.6%	331	0.9%
City of Edgerton	217	5.3%	-81	-1.9%	637	15.0%	205	4.2%
City of Evansville	-157	-5.3%	339	12.0%	865	27.3%	621	15.4%
City of Janesville	4,645	10%	1,139	2.2%	7,990	15.3%	1,930	3.2%
City of Milton	393	10.6%	352	8.6%	688	15.5%	305	5.9%
Rock County Total	7,450	5.7%	90	0.06%	12,797	9.2%	4,682	3.1%
State of Wisconsin	287,911	6.5%	186,127	4.0%	471,946	9.7%	216,285	4.0%

Source : Wisconsin Department of Administration, 2005. U.S. Bureau of the Census, 1970, 1980, 1990, & 2000. * Data from 2005 represent Wisconsin DOA estimates, not actual census figures.

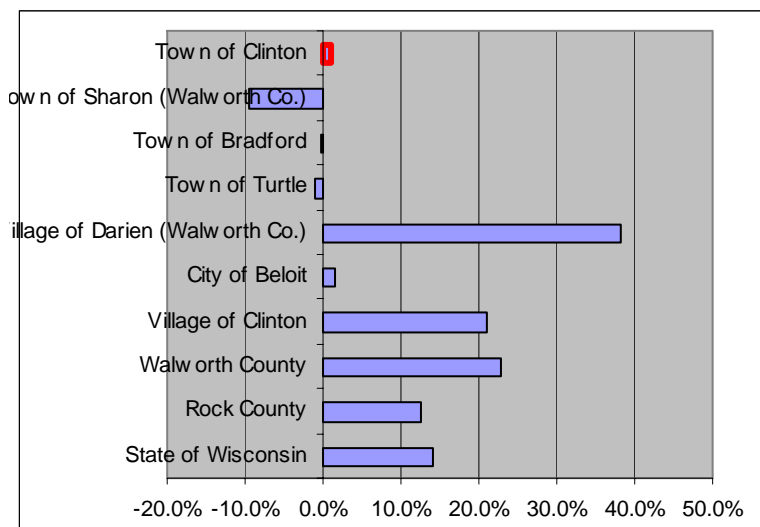
Tables 1-1 and 1-2 outline the different rates of population change that have taken place in the Town of Clinton and other municipalities within Rock County since the 1970 census. Up until the 2000 census, Clinton had been losing population, though the rate of loss had been on a fast decline. Between 2000 and 2005 the population is estimated to have begun an upswing, gaining approximately 1.8%. Comparatively, the population for the State of Wisconsin has been on a slight, but steady incline. Figure 1-1 (next page) analyzes the Town of Clinton's population changes from a slightly more local perspective by illustrating it respective to neighboring municipalities in Rock County, from 1990 to 2005.

Comparative Population Change

Studying the Town of Clinton’s population change in this more specific context allows for more accurate planning. It is important to recognize that external markets, in this case the Town’s neighboring municipalities, can potentially impact the magnitude and scope of development in the Town of Clinton in the short term as well as the long term. As figure 1-1 below indicates, the Town is projected to only slightly gain population, though all three of its bordering towns are experiencing population declines. All incorporated municipalities in the vicinity have experienced population increases, as has the County and the State as a whole. Most substantial is the Village of Darien’s population increase of over 38% from 1990 to 2005. The Village of Darien is located approximately 2.5 miles northeast of the Town of Clinton. Walworth County, as a whole, is expected to increase by 22.7% between 1990 to 2005, and municipalities in eastern Walworth County are experiencing similar growth.

Though it is not depicted on Figure 1-1, the population increases taking place directly to the south in northern Illinois are even more severe than what is taking place directly east of the Town of Clinton. Between 1990 and 2000, Boone County, Illinois, which lies directly south of the Town of Clinton, gained 10,980 people, which is an increase of 35.6%. Winnebago County, Illinois, to the southwest, gained 25,505 people, which was an increase of 10.1%, and McHenry County, Illinois, to the southeast, gained 76,836 people, which was an increase of 41.9%. The total population of the three northernmost incorporated municipalities in north central Illinois (South Beloit, Rockton and Roscoe) increased 186.6% from 1990 to 2000. Development in this portion of Illinois is continuing at a consistent pace. The Town of Clinton can realistically expect similar development pressures to eventually cross the state line, into Wisconsin, as Chicago and Rockford area developers set their sights further north, and Chicago area workers increasingly opt for long commutes to work to achieve a more peaceful lifestyle at home.

Figure 1-1: Population Change, 1990 - 2005, Town of Clinton and Neighboring Communities

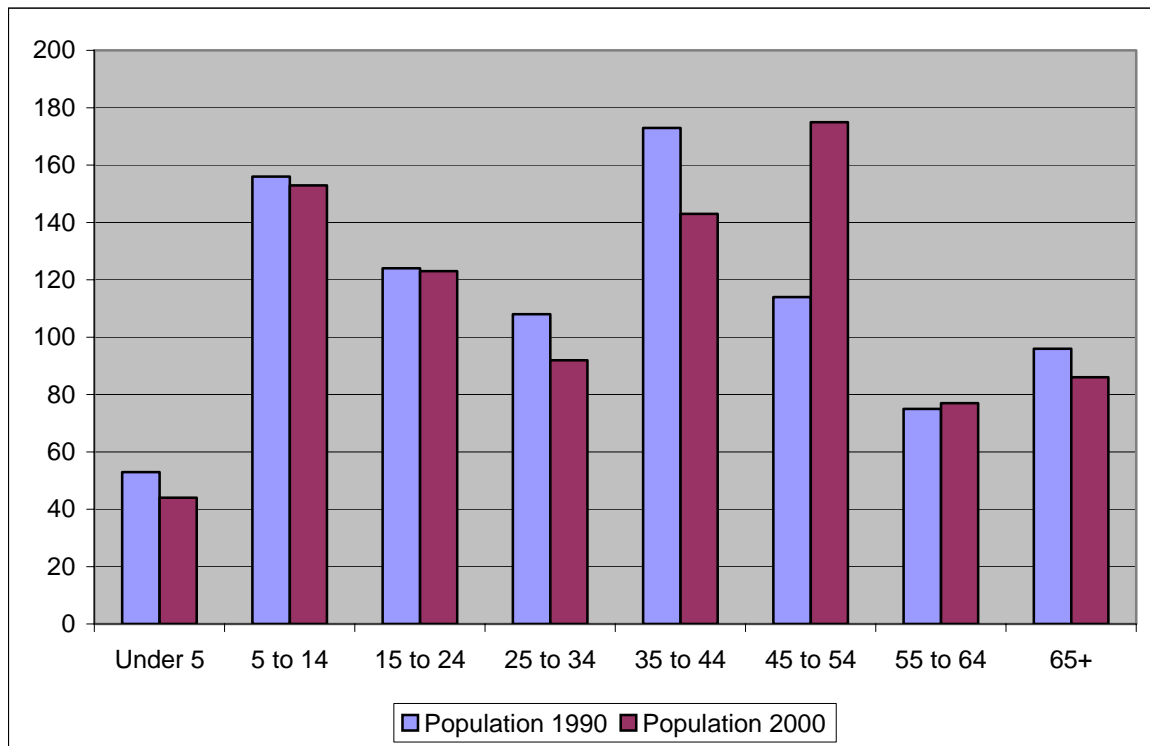


Source: Wisconsin Department of Administration Estimate, 2005. U.S. Bureau of the Census, 1990.

Age Distribution

Besides simply studying raw population trends, the issues and opportunities element is made more effective by a detailed study of the character of the Town of Clinton's population. Vitally important for the planning of facilities and services, as well as development patterns, is a study of age characteristics. The Town's median age in 2000 was 37.2, which is slightly older than both the State (36.0) and County (35.9) figures. On the next page, figure 1-2 and table 1-3 detail the age distribution of the Town's population for the census years of 1990 and 2000. Analysis of this data provides clues not only to how the Town changed in one decade, but also how it can be expected to change in the future.

Figure 1-2: Population by Age Group, Town of Clinton, 1990 - 2000



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

As evidenced by figure 1-2, a significant portion of the Town of Clinton's population in the year 2000 was between the ages of 35 and 54. All age groups under 45 experienced declines since 1990, as did the 65 and above age group. The 55-64 age group increased just slightly, while the 45-54 age group grew very rapidly since 1990. Like the rest of Rock County (and the country in general), this data reflects the result of the "baby boomer" generation continuing to age and approach retirement. Again, this data allows the Town to plan for the economic (job market, industry, tax base) and social (recreation, health care, school systems) implications of the dynamics of its population.

Table 1-3: Population by Age Group, Town of Clinton, 1990 - 2000

Age Cohort	Population 1990	Pct. Of Total Population	Population 2000	Pct. Of Total	Number Change 1990 - 2000	PCT Chg. 1990 - 2000
Under 5	53	5.9	44	4.9	-9	-16.9
5 to 14	156	17.5	153	17.1	-3	-1.9
15 to 24	124	13.8	123	13.8	-1	-.8
25 to 34	108	12.0	92	10.3	-16	-17.4
35 to 44	173	19.2	143	16.0	-30	-2.1
45 to 54	114	12.7	175	19.6	61	34.9
55 to 64	75	8.3	77	8.6	2	2.6
65+	96	10.7	86	9.6	-10	-11.6
Total	899	100	893	100	-6	-.7

Source U.S. Bureau of the Census, 1990 and 2000.

School Enrollment and Educational Attainment

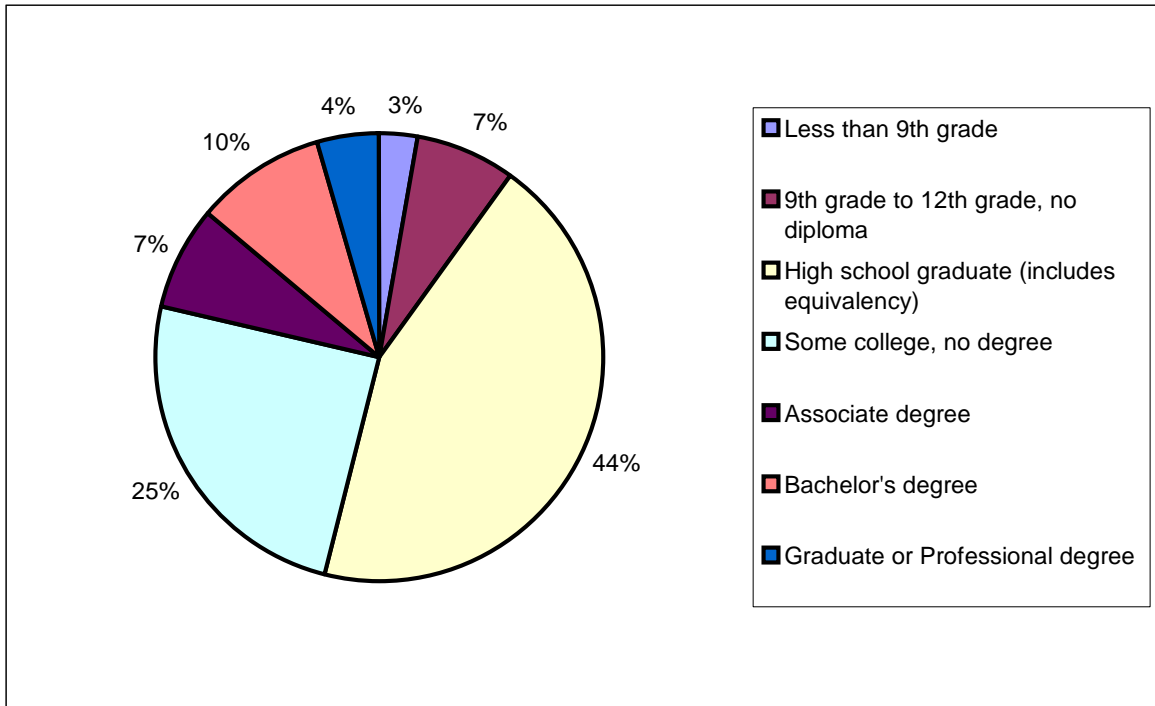
Table 1-4 expands upon the age group data by identifying enrollment in any type of educational venue for citizens age three and older for the year 2000. A study of school enrollment works in concert with the age group figures to assess educational resource needs, among other things. Figure 1-3 displays the year 2000 data for the highest level of education attained for citizens age twenty-five and over in the Town of Clinton. Educational attainment is a useful tool in indicating the overall economic health of an area, a topic explored in more detail beginning in the next section of this chapter.

Table 1-4: School Enrollment of Persons Age 3 & Over, Town of Clinton, 2000.

Type of Institution	Number Enrolled	Percent of Total Enrolled	Percent of Total Population
Nursery School	5	2.2%	12.8% (Age 3-5)
Kindergarten	11	4.8%	27.5% (Age 4-6)
Elementary School (Grades 1-8)	119	51.5%	71.7% (Age 5-15)
High School (Grades 9-12)	66	28.6%	78.6% (Age 14-19)
College or Graduate School	30	13.0%	4.4% (Age 16 & Over)
Total	231	100.0%	22.8% (Age 3 & Over)

Source: U.S. Bureau of the Census, 2000.

Figure 1-3: Educational Attainment, Town of Clinton, 2000*



Source: U.S. Bureau of the Census, 2000. **Figures represent percentage of population age 25 & over only.*

Population Forecasts

In January 2004, the Wisconsin Department of Administration released updated population projections for Wisconsin municipalities through the year 2025. Using the same population forecast methodology employed by the WDOA, the Rock County Planning, Economic, and Community Development Agency calculated the Town of Clinton’s population to the year 2035. While this broad picture of the Town’s population is insightful, it is by dissection of these population figures that thorough planning is possible. Table 1-5 does just that, comparing the projected population of the Town with the other municipalities in Rock County. As this data indicates, Clinton is projected to experience steady, albeit slight population increases through 2035. A gain of 28 people during those 35 years is projected.

Table 1-5: Population Forecast, Rock County 2000 - 2035*

Name of Municipality	2000	2005	2015	2025	2035	Change 2000-2035	% Change 2000-2035
Town of Avon	586	589	597	605	612	26	4.4%
Town of Beloit	7,038	7,319	7,597	7,968	8,101	808	11.5%
Town of Bradford	1,007	1,027	996	989	980	-27	-2.7%
Town of Center	1,005	1,040	1,150	1,247	1,343	301	30.0%
Town of Clinton	893	909	905	913	921	28	3.1%
Town of Fulton	3,158	3,230	3,486	3,704	3,922	702	22.2%
Town of Harmony	2,351	2,448	2,672	2,891	3,105	754	32.1%
Town of Janesville	3,048	3,343	3,789	4,280	4,769	1,721	56.5%
Town of Johnstown	802	797	748	712	687	-115	-14.3%
Town of La Prairie	929	905	865	823	782	-147	-15.8%
Town of Lima	1,312	1,314	1,383	1,431	1,478	166	12.7%
Town of Magnolia	854	855	951	1,015	1,076	222	26.0%
Town of Milton	2,844	2,974	3,380	3,735	4,085	1,241	43.6%
Town of Newark	1,571	1,593	1,640	1,686	1,732	161	10.2%
Town of Plymouth	1,270	1,299	1,352	1,406	1,454	184	14.5%
Town of Porter	925	969	951	969	986	61	6.6%
Town of Rock	3,338	3,362	3,399	3,440	3,483	145	4.3%
Town of Spring Valley	813	813	828	838	850	37	4.6%
Town of Turtle	2,444	2,430	2,383	2,357	2,332	-112	-4.6%
Town of Union	1,860	1,981	2,295	2,584	2,874	1,014	54.5%
Village of Clinton	2,162	2,237	2,640	2,957	3,175	1,013	46.9%
Village of Footville	788	769	783	780	777	-11	-1.4%
Village of Orfordville	1,272	1,357	1,367	1,431	1,486	214	16.8%
City of Beloit	35,775	36,106	36,029	36,190	36,317	542	1.5%
City of Edgerton	4,891	5,096	5,423	5,776	6,103	1,212	24.8%
City of Evansville	4,039	4,660	5,021	5,672	6,214	2,175	53.8%
City of Janesville	60,200	62,130	66,756	71,096	75,680	15,480	25.7%
City of Milton	5,132	5,437	5,968	6,523	7,107	1,975	38.5%
Rock County	152,307	156,989	165,354	174,018	182,431	30,124	19.8%

Source: Wisconsin Department of Administration, 2004 & U.S. Bureau of the Census, 2000. **Population figures for 2005-2025 are WDOA projections. Unofficial 2035 data are projected using DOA projection methodology.*

As the Town’s population grows and its characteristics change, so will the demand for housing, jobs, and many services. In short, these population forecasts, along with trends that have developed in Rock County, will foster a planning process that is a concentrated and well-directed effort. On the next page, the issues and opportunities element addresses some of the characteristics of the economic climate that exist in the Town of Clinton, which will be incorporated with these forecasts to make more detailed projections regarding the Town’s future.

Economic Characteristics

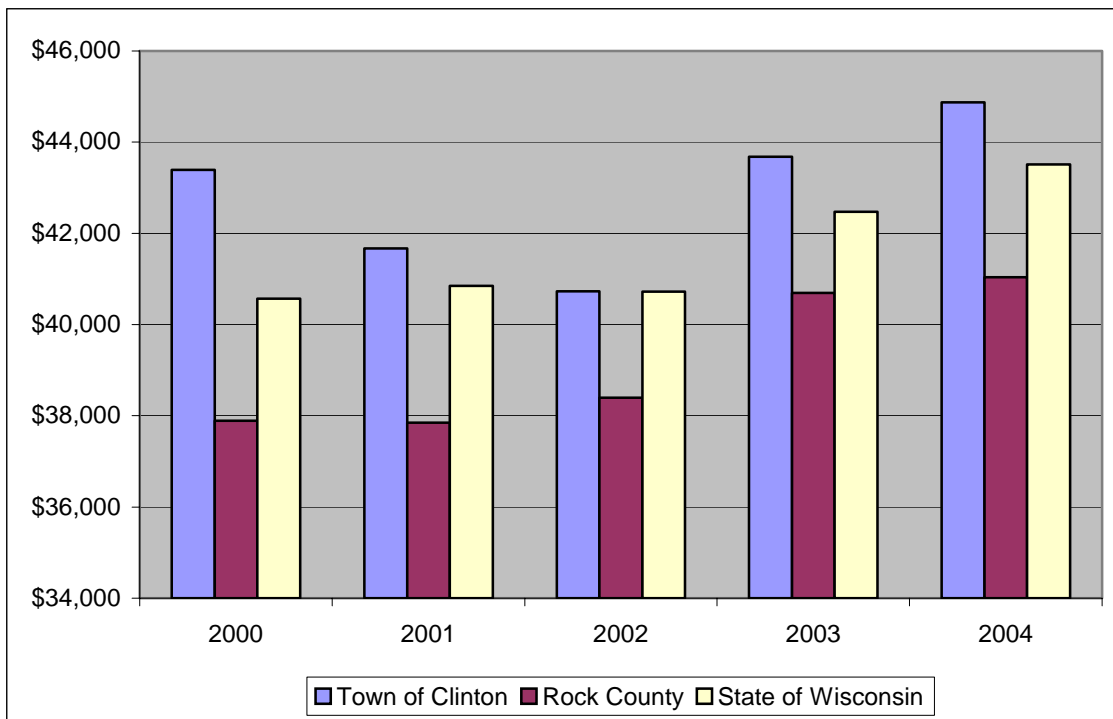
Perhaps the most accurate and effective way to gauge the economic health of an area is to analyze the characteristics of the area’s workforce and labor opportunities. Covered in more detail by the Economic Development Element of the Town of Clinton Comprehensive Plan, economic growth is introduced here in the Issues and Opportunities element according to law because it provides vital background information to the planning process. Addressed in this element are basic employment data including industries of employment opportunity, occupation of employed persons,

income, and commuting data. This background information engenders a thorough planning practice in the Economic Development Element of the Comprehensive Plan.

Income Data

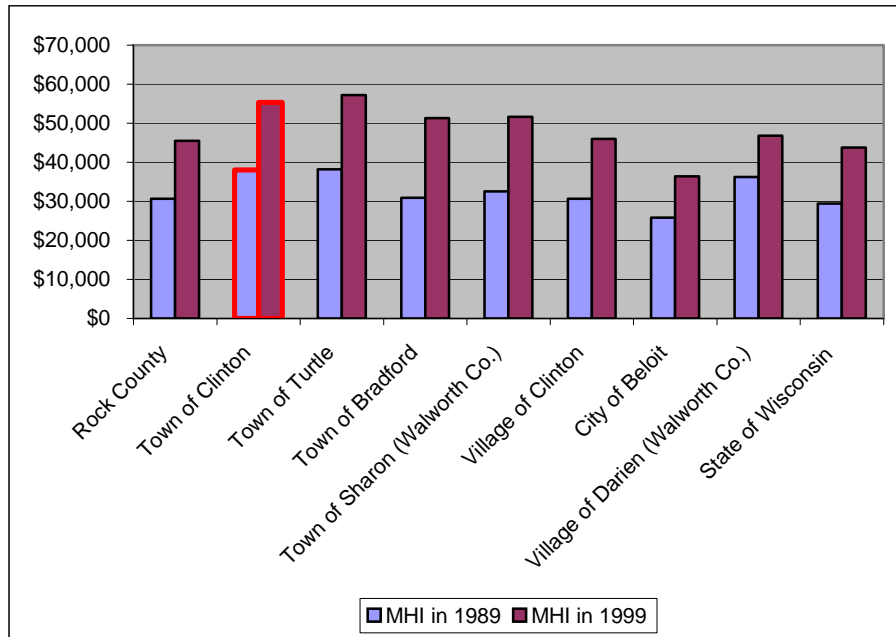
In addition to employment figures, the study of trends in personal income is also indicative of an area’s economic health. According to the Wisconsin Department of Revenue-Division of Research and Analysis, the Town of Clinton’s adjusted gross income (AGI) per tax return has been historically slightly higher than the State of Wisconsin’s, and significantly higher than Rock County as a whole. The most recent reported year lists the 2004 AGI for the Town at \$44,872, the highest AGI in all of the past five years, after consistently increasing each year since 2002. Figure 1-4 displays the AGI trend from 2000-2004 for the Town, Rock County, and the State of Wisconsin. Also, the Town’s median household income (figure 1-5, next page), leads above all neighboring figures except the Town of Turtle, and has increased dramatically between the years 1989 to 1999, as is the case for much of the vicinity.

Figure 1-4: Municipal Per Return Income, 2000 - 2004



Source: State of Wisconsin Department of Revenue, *Municipal Per Return Income Report, 2000 - 2004*.

Figure 1-5: Median Household Income, Town of Clinton and Neighbors, 1989 & 1999



Source: U.S. Bureau of the Census, 1990 & 2000.

Workforce Data

Crucial to the understanding of economic health is determining the personality and scope of the people who work in an area. As of 2000, 526 of the Town’s 683 working-age residents considered themselves to be in the labor force. Table 1-5 divides the Town’s labor force based upon occupation and industry for 1980, 1990, and 2000. Most notable in regard to this data is the striking increase of citizens employed in management, professional, technical and service jobs, while the number working in farming, fishing and forestry has dramatically decreased. The amount of workers in “blue collar” jobs has risen also, and accounts for nearly half of the entire employed work force, while sales and office jobs have remained the most steady of all segments. The industry that has experienced the highest increase in workers has been transportation and utilities, which rose an astounding 230% between 1980 and 2000. Finance, insurance and real estate workers decreased most dramatically, while construction, mining, natural resources and manufacturing has lost employees too. Unemployment rates in the town have been increasing, and seem to be gaining momentum, to project even greater unemployment in the future.

**Table 1-6: Occupation & Industry of the Employed*, Town of Clinton
1980 - 2000**

Occupation	1980		1990		2000		Change 1980 - 2000	
	Number	% Total	Number	% Total	Number	% Total	Number	Percent
Management, Professional, & Technical	79	16.8%	60	12.1%	125	23.8%	46	58.2%
Service	41	8.7%	58	11.7%	64	12.2%	23	56.1%
Sales and Office	86	18.3%	105	21.2%	107	20.3%	21	24.4%
Farming, Fishing, and Forestry	116	24.6%	84	17.0%	8	1.5%	-108	-93.1%
"Blue Collar"	137	29.1%	174	35.2%	199	37.8%	62	45.3%
Unemployed & Unemployment Rate	12	2.5%	14	2.8%	23	4.4%	11	91.7%
Total Civilian Workforce	471		495		526		55	11.7%
Industry of Employed								
Construction, Mining, & Natural Resources	131	28.5%	119	24.7%	76	15.1%	-55	-42.0%
Manufacturing	130	28.3%	159	33.1%	126	25.0%	-4	-3.1%
Transportation & Utilities	10	2.2%	18	3.7%	33	6.6%	23	230.0%
Wholesale & Retail Trade	62	13.5%	77	16.0%	88	17.5%	26	41.9%
Finance, Insurance, & Real Estate	26	5.7%	14	2.9%	6	1.2%	-20	-76.9%
Services	90	19.6%	92	19.1%	164	32.6%	74	82.2%
Total Employed	459	97.5%	481	97.2%	503	95.6%	44	9.6%

Source U.S. Bureau of the Census, 1980, 1990, & 2000. * *Employed persons 16 years of age and older.*

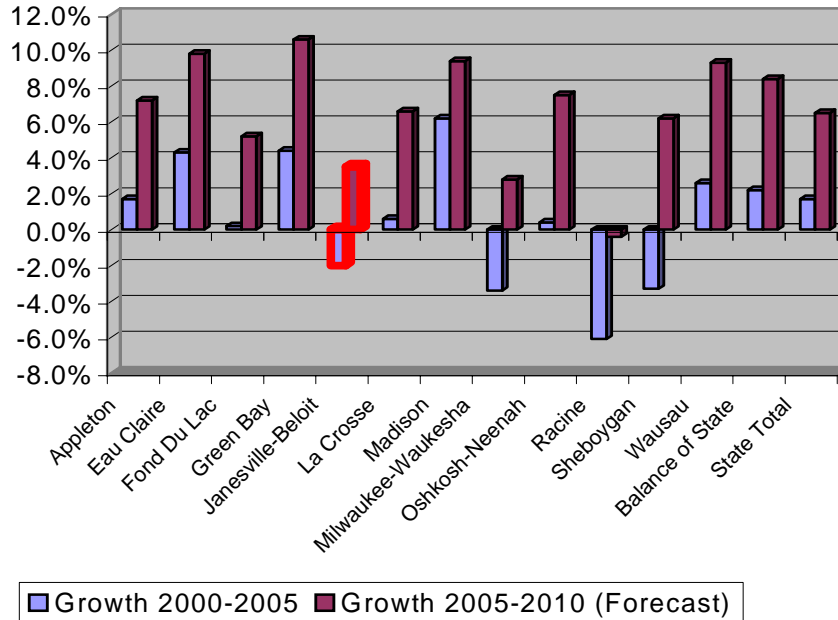
Additionally, the average commute time for Town of Clinton residents in 2000 was 23.2 minutes, which is nearly three minutes longer than the county average of 20.3. While the workforce in the Town of Clinton is diversifying, the citizens are traveling slightly greater distances to earn their living. Current employment characteristics and trends are discussed in greater detail in the Economic Development Element of this plan. However, the historical data provided in this chapter, along with the forecast section that follows, set the stage for later discussion regarding the strengths and weaknesses of the employment opportunities in the Town of Clinton.

Employment Forecasts

Following tremendous job growth in the 1990s, the Janesville-Beloit Metropolitan Statistical Area, which includes the Town of Clinton, is projected to continue employment growth through 2008. According to the State of Wisconsin Department of Revenue-Division of Research and Policy, the most recent Metropolitan Area Outlook states that employment in the Janesville-Beloit MSA experienced significant job loss for the first four years of the decade. Much of this is due to the decline in manufacturing jobs, a trend which finally stabilized and reversed in 2004, and coupled with the increase in service sector employment, indicates moderate growth for the rest of the decade.

On the following page, a labor force projection is provided for the Town (table 1-7) based upon the application of year 2000 labor force data to population forecasts. These projections should be used with caution due to the complex and very much reactive nature of characteristics like the labor force. It is impossible to account for the myriad of factors that may influence employment habits of the working-age population. These forecasts are based on conditions prior to the economic downturn and increase in unemployment the region has recently experienced. So, it is hard to foretell what the Town's future labor force very well could look like barring these recent economic (i.e. major change in unemployment, depression) or social (i.e. withdrawal of certain group from workforce) events.

Figure 1-6: Metropolitan Area Non-Farm Employment Forecast, 2000 - 2010



Source: *Metropolitan Area Outlook Report*, Wisconsin Department of Revenue, Wisconsin Department of Workforce Development, 2004.

Table 1-7: Town of Clinton Employment Forecast, 2000 - 2035

Clearly, an issue to be investigated more thoroughly in the Economic Development Element of this document is how to plan for an increasingly diversifying Town workforce through 2035. As Rock County’s economic landscape continues to transform, the data presented in this section of the Issues and Opportunities element will enable the county to plan accordingly.

Year	Labor Force	Percent Change Since 2000
2000	526	-
2005	528	.45%
2015	533	1.3%
2025	538	2.2%
2035	542	3.1%

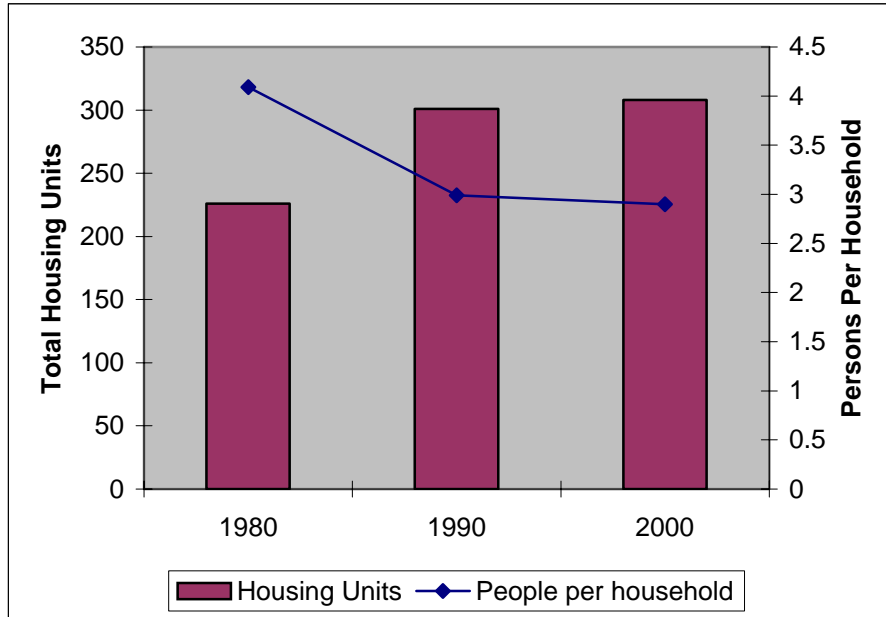
Source: Wisconsin Department of Administration, 2004, Rock County Planning & Development Agency, 2005.

Household Characteristics

In order to establish accurate household projections, an analysis of existing conditions must first be completed. This section simply addresses historical patterns in household composition, which will be reflected in the forecast section of this element. This allows for more appropriate accommodation for housing needs throughout the planning process. The total number of housing units in the Town of Clinton has increased significantly between 1980 and 1990. And though it continued to increase until 2000, the rate has tapered off. In 2000, there were 308 housing units in the Town, a 36.3% increase over the 1980 figure of 226. Note the dramatic decrease in the household size over the period, especially between 1980 and 1990. Combined with

an increasing population, the trend towards smaller household size intensifies the strain on housing.

Figure 1-7: Number of Housing Units & Household Density, Town of Clinton, 1980 - 2000



Source: U.S. Bureau of the Census, 1980-2000.

As figure 1-7 illustrates, the average household size in the Town of Clinton in 2000 was 2.9, down from 4.09 in 1980, which was extremely high when compared to other household sizes in the vicinity at the time. In the same time, over 80 additional housing units have been built while the population has decreased by 32 people. These findings are in keeping with the nationwide trend of smaller households and an increasing number of people living alone. It is important to keep these trends, as well as other potential changes in demographics and housing preferences, in mind when projecting future housing needs.

Households and Householders

Of the 316 housing units in the Town of Clinton in 2000, 308 (97.5%) were occupied. The table and figure below illustrate the changes in household characteristics and occupancy between 1980 and 2000, and will serve to put into context the projections provided in the next section. Note how the vacancy rate spiked in 1990 before returning back to around 2.5%. Also, the number of renter-occupied units has been on a decline, which has gained momentum since 1990. In all, the number of new households in the Town is due entirely to the increase in owner-occupied units over the twenty-year period. As the demographic and economic landscape of the town continue to develop, these household characteristics will certainly evolve according to those developments.

Table 1-10: Town of Clinton Household Type and Vacancy Rate, 1980 - 2000

	1980	1990	2000	Change 1980-2000	
				Number	Percent
Households	302	318	316	14	4.6%
Owner-Occupied	210	226	257	47	22.4%
Renter-Occupied	84	75	51	-33	-39.3%
Vacancy Rate	2.6%	5.3%	2.5%	0.1%	

Source: U.S. Bureau of the Census, 1980 - 2000

Household Forecasts

Utilizing the Wisconsin DOA method for projecting household and population growth, it is estimated that approximately 26 more households will be needed in 2035 than in 2000. According to these estimates, the Town’s average household size will decrease from its current rate of 2.9 to 2.69 in 2035. Currently in the Town, ninety-six percent of the units in structure are one-unit detached homes (standard, single-family house), while duplexes account for only one and a half percent. Likewise, one and a half percent are mobile homes. Nearly one percent are multi-unit buildings.

As an increasing percentage of the Town population approaches retirement age and families continue to have fewer children, there may be an increasing demand for a wider variety of housing options. The Housing Element of the Rock County comprehensive plan provides information relating to the different housing types that the county might wish to encourage, as well as the tools that the county and local communities can utilize to encourage a range of housing options for an increasingly diverse population.

Recommendations

The goals and objectives to be identified in the Town of Clinton Comprehensive Plan will reflect the concepts contained in the fourteen State of Wisconsin Comprehensive Planning goals, as well as the thoughts and comments obtained from residents, elected officials, and other interested parties throughout the planning process. Accordingly, the goals and objectives will create a framework around which the comprehensive plan has been developed.

Based on past trends, the Town of Clinton is expected to experience a slight population increase by 2035. Given trends in surroundings areas, it is unlikely that the stagnant growth experienced in previous decades will continue. It would be prudent for the Town to be prepared to deal with the possible influx of development, to insure that the Town grows in an orderly and fiscally responsible manner.

Management, professional, technical and service industry jobs are increasingly available to Clinton residents, and the Town has a relatively diverse range of employment sectors. One hurdle to climb in the future, though, is the decreasing proportion of a working-age population. As current data and forecasts show, this age group is one of the most slowly-growing in the Town of Clinton and Rock County. To

accommodate the aging population, a healthy variety of housing options will need to be available, in addition to the need for facilities to service a diversifying population.

Continued growth in population, employment, and housing in the Town of Clinton will provide an opportunity to implement many of the stated objectives in the comprehensive plan. While development pressure will continue, it is the duty of the citizens and governments of the Town to use this document responsibly, maintaining those features of our community that make it a desirable place to live and do business in.