

## **INTRODUCTION**

Welcome to the Town of Stockton Comprehensive Plan. This Comprehensive Plan is the centerpiece of the community planning process, stating our community's development goals and outlining public policies for guiding future growth. It establishes an identifiable destination that allows both the governing body and private interests to plan and budget with an idea as to the direction the Town may move in the future, and helps to ensure that future growth is not only anticipated, but planned for. The Plan functions as a practical guide to coordinate day-to-day decisions so they make sense in the future.

### **The Portage County Comprehensive Planning Process and the Town of Stockton**

The first Town of Stockton Comprehensive Plan was completed in 2006 as a part of a larger, county-wide planning project. In November of 2000, the Portage County Planning and Zoning Department submitted an application for a State of Wisconsin planning grant to help fund the creation of County-wide comprehensive plans that would meet the newly enacted State Statute requirements for long range planning (see SS 66.1001). The Statute stipulates that by January 1, 2010, all towns, villages, cities, and counties that make decisions regulating land use will need to base those decisions on an adopted comprehensive plan. In January of 2001, grant funds totaling \$504,000 were awarded to Portage County to assist with the County-wide project. Two separate "large area" plan documents were developed: an Urban Area plan which encompasses the City of Stevens Point, Villages of Park Ridge, Whiting and Plover, and a portion of the unincorporated Towns of Hull, Stockton, Plover, Linwood and Carson; and the Portage County Comprehensive Plan, which includes each of the seventeen unincorporated Towns (Alban, Almond, Amherst, Belmont, Buena Vista, Carson, Dewey, Eau Pleine, Grant, Hull, Lanark, Linwood, New Hope, Pine Grove, Plover, Sharon, Stockton) and six incorporated rural Villages (Almond, Amherst, Amherst Junction, Junction City, Nelsonville, Rosholt) that make up the rest of the County. In addition to the large area plans, the project included the adoption of a Comprehensive Plan for each of the County's 27 individual units of government.

In June of 2001, a committee made up of representatives from each unit of government within Portage County was appointed to draft these plan documents. The *Portage County Comprehensive Planning Joint Steering Committee* adopted a "Public Participation Plan" on July 25, 2001. The Participation Plan detailed the different ways that residents of the County would be invited and encouraged to participate in the formulation of the Comprehensive Plans. The Town of Stockton also adopted the Public Participation Plan on February 6, 2002 (Appendix A).

The first step in soliciting public involvement was a County-wide opinion survey, which was conducted in the second half of September 2001. Over 30,000 surveys were mailed, with an intended target of one for every household within the County. Over 6,600 of the households responded, a return rate of approximately 22%. The survey responses provided information on resident's feelings in the areas of: County trends and land use; housing; utilities and community facilities; agricultural, natural and cultural resources; commerce and employment; transportation; and quality of life within the County. The Town of Stockton was well represented in the survey results (see Appendix B). In order to follow up and build on the information gathered in the survey, a series of Hopes and Concerns Workshops were held in various locations around Portage County. A wide variety of County residents participated in the Workshops. To include as many groups as possible, Workshops were scheduled in towns and villages across the County, as well as junior high and high schools, UW-Stevens Point (with both faculty and students), and the Lincoln Center.

After completion of the Hopes & Concerns Workshops all of the response information was forwarded to the Portage County Comprehensive Planning Joint Steering Committee, who used a series of meetings to boil the information down to 44 summarizing “issue statements”. This list then became the basis for a series of six visioning sessions held across Portage County during the spring of 2002. Again, all of the public input was returned to the Joint Steering Committee for review and discussion. An Urban Area Vision Statement and a Rural Area Vision Statement were approved in the fall of 2002. These Vision Statements were used as a foundation for the Urban Area and Rural Area Comprehensive Plans, respectively, and their ideas resonate throughout the individual local unit plans.

State Statute 66.1001 defines minimum requirements for what content should be included within a comprehensive plan. These requirements include nine “elements”, or chapters, describing: *issues and opportunities; housing; transportation; utilities and community facilities; agricultural, natural and cultural resources; economic development; intergovernmental cooperation, land use; and implementation.* The Town of Stockton has used the required elements as an outline for its plan document.

As previously stated, the Town of Stockton plan was completed as part of a larger grant project. When Portage County, representing its twenty-seven constituent municipalities, made application to the State of Wisconsin for grant funding to offset costs of the project, it was required to include in its plan development process the methods that would be utilized to address a number of planning concepts detailed in the State Statutes. Section 16.965(4) of the State Statutes describes these concepts (see attached Appendix C for the complete text of this section). Listed below is the primary intent of the section:

- 4) *In determining whether to approve a proposed grant, preference shall be accorded to applications of local governmental units that contain all of the following elements:*
  - (b) *Planning efforts that contain a specific description of the means by which all of the following local, comprehensive planning goals will be achieved:*
    1. *Promotion of the redevelopment of lands with existing infrastructure and public services, and the maintenance and rehabilitation of existing residential, commercial, and industrial structures.*
    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 relatively low municipal, state governmental and utility costs.*
    6. *Preservation of cultural, historic, and archaeological sites.*
    7. *Encouragement of coordination and cooperation among nearby units of government.*
    8. *Building of community identity by revitalizing main streets and enforcing design standards.*
    9. *Providing an adequate supply of affordable housing for individuals of all income levels throughout each community.*

10. *Providing adequate infrastructure and public services, and an adequate supply of developable land to meet existing and future market demand for residential, commercial, and industrial uses.*
11. *Promoting the expansion or stabilization of the current economic base, and the creation of a range of employment opportunities at the state, regional, and local levels.*
12. *Balancing individual property rights with community interests and goals.*
13. *Planning and development of land uses that create or preserve varied and unique urban and rural communities.*
14. *Providing an integrated, efficient, and economical transportation system that affords mobility, convenience and safety, which meets the needs of all citizens, including transit-dependent and disabled citizens.*

These 14 planning concepts were not required “elements” (chapters) of the plan, but rather ideas or themes that needed to be referenced or addressed within the text of the planning grant application and subsequent planning documents. They have been addressed within the Town of Stockton and other individual comprehensive plans within the Portage County planning project.

The Stockton Town Board and Plan Commission have found the 2006 Comprehensive Plan to be an effective and flexible document. However, State Statute 66.1001(2)(i) requires that a Comprehensive Plan be updated no less than once every 10 years. And so a full-scale review of the plan began in August 2011. The Stockton Plan Commission proceeded Chapter by Chapter to verify and update existing background information, re-evaluate the issues identified in each of the required Chapters, and review, validate, and revise the Goals, Objectives, and Policies accordingly.



## **CHAPTER 1 - ISSUES AND OPPORTUNITIES**

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 a more attractive, efficient, and “resident-friendly” environment in which to live. Such an environment can be realized in part by creating a financially sound governmental structure, providing good schools, a variety of community facilities and services, efficient land use and transportation systems, and encouraging sufficient employment opportunities and adequate, affordable housing.

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

### **Section 1.1 Description of Planning Area**

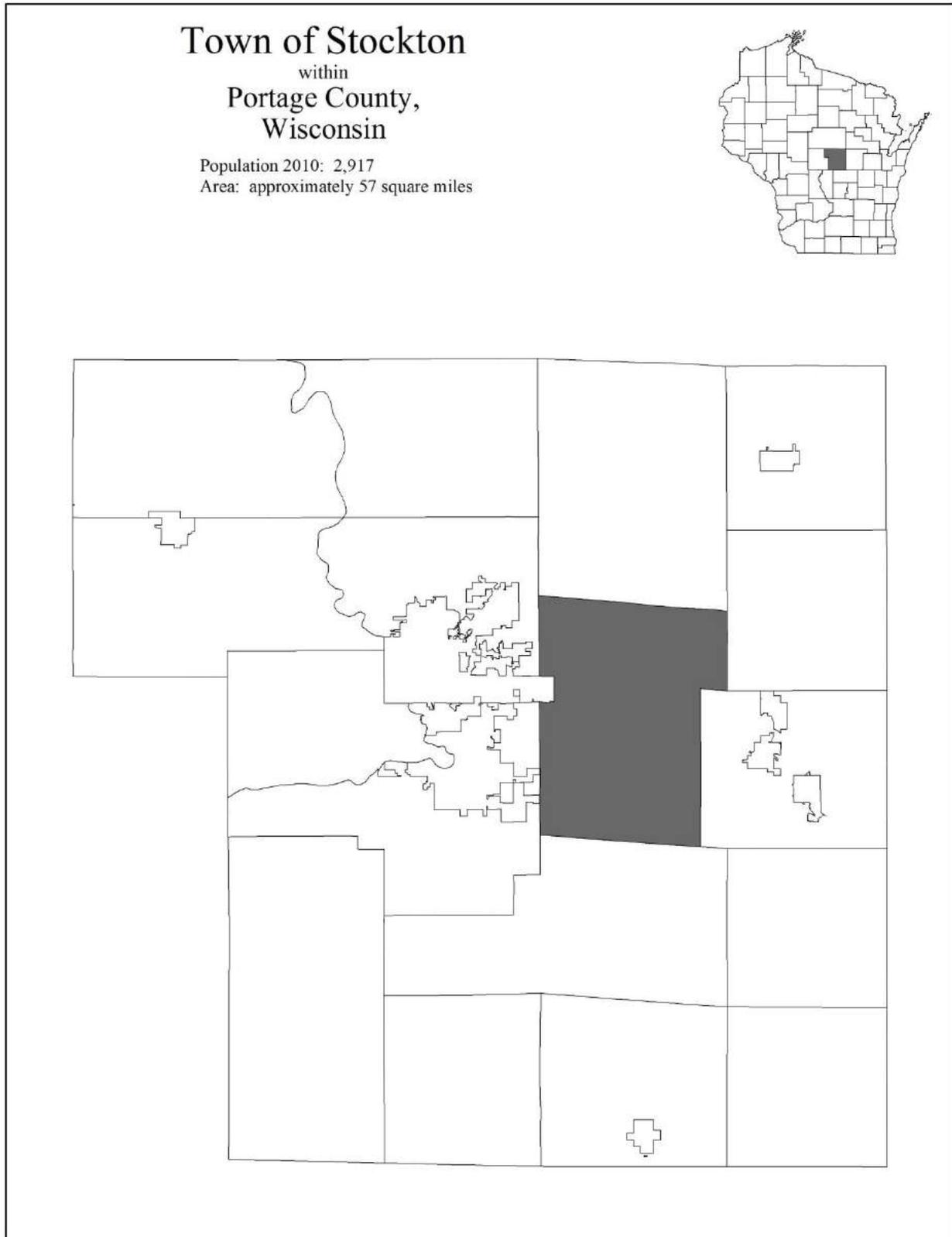
Stockton is the 5th largest town (out of 17 towns) in Portage County in terms of geographic size, encompassing an area of approximately 36,703 acres or 57.3 square miles. The Town (political unit) includes all but the eastern tier of sections of congressional township T23N-R9E and that portion of T24N-R9E annexation into the City of Stevens Point (2012) and the southern ½ of T24N-R9E. Stockton is located in the central part of Portage County and is bordered on the north by the Town of Sharon, on the south by the Town of Buena Vista, on the east by the Towns of New Hope and Amherst, and on the west by the Towns of Hull and Plover and the City of Stevens Point.

Up until 1960, the Town of Stockton was a typical rural agriculture-based community with a steadily declining population, due mostly to the changes in the agricultural economy. This declining trend was reversed during the 1960’s, with the community experiencing a significant upturn in population as urban residents began moving back to rural areas. This change was characteristic of a broader urban-to-rural movement at the County, State, and national levels. The impact of this rural migration was greatest in the towns adjacent to the larger population centers; accordingly, towns such as Hull and Plover experienced the largest growth spurts due to their proximity to the City of Stevens Point. Nevertheless, population growth in more outlying towns, such as Stockton, was still very significant. Thus, the decade of the 1960’s marked the end of the Town of Stockton’s declining population and the beginning of a growth period, and population projections for 2030 portray a continued growth pattern.

To accommodate this growth, tracts of land that are now void of development will see homes, farms and some businesses. If new development is not properly managed, the Town may find itself faced with unnecessarily inflated expenditure requirements for the provision of its limited

services to the new areas. This Comprehensive Plan will analyze all of the lands within the Town of Stockton corporate boundary, and include 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 Stockton.

**Figure 1.1**



## **Section 1.2 Past Planning In Stockton**

### **A. 1992 Land Use Plan**

In 1992, the Town of Stockton Planning Committee finished working with the Portage County Planning Department on the first land use plan for the Town of Stockton. This land use planning effort was performed by the Town to guide decisions related to land use and changes in zoning. The intent of the plan was to serve as a formal statement of Town/County policies regarding land use. In addition, the Plan was intended to serve as a guide in updating the Town's zoning map that was created in the late 1960s, to reflect changing conditions and needs.

### **B. 2002 Land Use Plan Update**

The Town of Stockton spent the better part of a year working on an update to their Land Use Plan. This was the first amendment of the plan since it was first adopted in 1992. The Town worked with Portage County Planning and Zoning Department staff throughout the process. After a recommendation from the Town Planning Committee and a public hearing, the Town Board adopted the Land Use Plan amendments at their June 10, 2002 Board meeting.

## **Section 1.3 The Initial Comprehensive Plan and Current Update Process**

As mentioned in the introduction to this document, this Town of Stockton Comprehensive Plan had its beginning as a part of the County-wide planning project started in June 2001. The Portage County Planning and Zoning Committee generated preliminary County-wide goal suggestions for the nine required Plan elements. This information was then forwarded to all local units of government in the fall of 2002. Utilizing the information provided by Portage County, the Town of Stockton Plan Commission and the Town of Stockton Smart Growth Committee (the Smart Growth Committee was dissolved in October 2005) began the Town Comprehensive Planning process in earnest in January 2003. The Plan was adopted by the Stockton Town Board on May 15, 2006.

The Stockton Plan Commission is tasked with managing the process of public hearings, open meetings, the planning process, town committees and volunteer working groups. The Plan Commission took information from all of these resources to complete this plan.

The comprehensive planning process includes several basic steps: The first step involves research. Activities include acquiring a thorough knowledge of the existing community setting on a variety of topics, identifying problems that require solutions, and analyzing critical factors that need to be changed. This knowledge and analyzing factors needs to be done before progress can be made toward establishing goals, objectives, and growth and development policies.

The second step involves the formation of planning policy.

The next steps involve the selection of a preferred plan alternative for guiding future growth. The Land Use Element relates to how the Town is expected to grow, and generally identifies how development should proceed in the future to achieve community goals. It proposes the most efficient use of land within the financial capabilities of the community by identifying where residential, and other anticipated land uses should occur.

The final step involves implementation of the plan and programs that will influence the day-to-day decisions made by government officials, private enterprise, and individuals. Plan implementation provides the means by which community goals can be achieved. Three major tools of implementation are Zoning Ordinances, subdivision regulations, and capital improvements program.

This Plan update was initiated by the Town of Stockton in August 2011 and follows the same planning steps as the 2006 Plan. When discussing how to begin the required full-scale review of this document (minimum of once every 10 years), Town officials made the decision to use the existing document as a solid base to start from. The Plan Commission proceeded Chapter by Chapter to verify and update existing background information, review and validate any issues identified in each of the Chapters, and review, validate, and revise the Goals, Objectives, and Policies accordingly. Additionally, the Town of Stockton used this Comprehensive Plan update as an opportunity to discuss the merits of the newly created Planned Development Zoning District that was adopted and incorporated into the Portage County Zoning Ordinance on November 4, 2013. In order to utilize this new Zoning District, the Town must discuss and justify its use within their Comprehensive Plan. As such, part of this Comprehensive Plan review was devoted to identifying situations that may be appropriate for Planned Development within the Town, and reviewing the goals, objectives, and policies to identify areas where use of the new District could be more specifically supported or prohibited.

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 Stockton.

#### **Section 1.4 Town of Stockton Vision**

We envision that in 2030 most of Stockton will remain a rural community that strives to maintain a balance between growth pressures from the City of Stevens Point, and the Village of Plover.

We realize that we are living in a time of economic and land use change in the Town of Stockton. We anticipate the changes that will occur over the next twenty years may alter the landscape and rural character of our Town. The Plan Commission believes that our Town has a future based on community values and we offer this statement:

***“Town Officials and residents will work to maintain the rural and agricultural character of the community as much as possible by trying to preserve, protect, and enhance the Town’s natural resources and open spaces while maintaining a high quality of life in the Town of Stockton.”***

Growth is anticipated but will be managed in a financially sound way which will not negatively impact the Town’s ability to provide services. While agriculture continues to be the predominant land use and the cornerstone of our Town’s economy, we continue to support well planned residential areas and small commercial development to maintain the tax base and annexations. Higher intensity uses are carefully planned to blend with our rural lifestyle and our neighboring municipalities.

The Town will continue to work with neighboring communities to resolve issues of extraterritorial rights and any other common problems to enhance the quality of life for present and future generations. To achieve this desired future, residents and community leaders recognize the necessity and importance of individual rights, landowner rights, and community interests encouraging citizen involvement and open communication.

**Section 1.5 Demographic Trends**

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

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

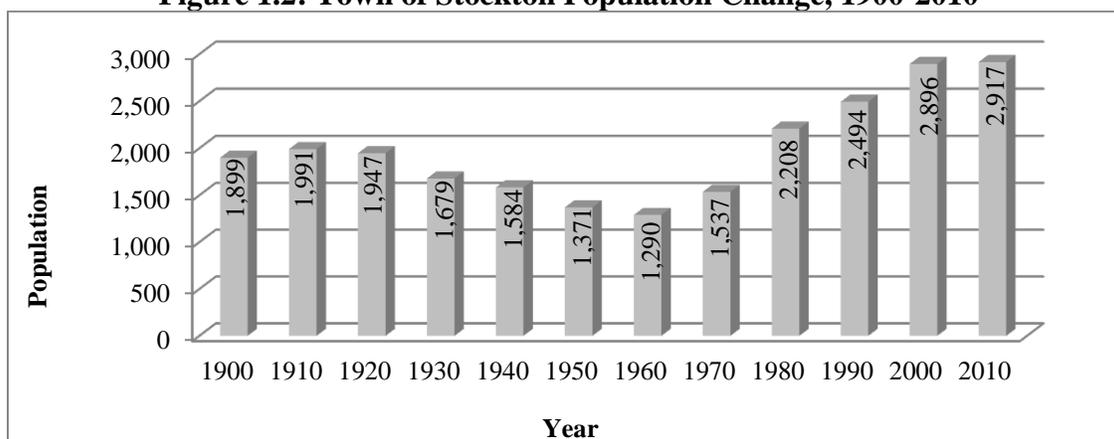
The tables and figures provided below use the U.S. Census or ACS data. This data is available via the American Fact Finder search site at the <http://factfinder2.census.gov/> web site. When looking at the tables and figures remember that they are in many instances estimates and not based on a complete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

The tables and figures below compare the Town of Stockton, Town Average, and Portage County as a whole. The Town Average includes information for the other sixteen Towns in Portage County besides Stockton. Portage County data is for the entire County.

**A. Population Growth**

Census data reveals two major, historical population trends for the Town of Stockton (Figure 1.2). The first major trend was a steady decline in the Town's population over a fifty-year period from 1910 to 1960. This is characteristic of an agriculture based economy that saw a steady decline in farm numbers, but an increase in average size of farm.

**Figure 1.2: Town of Stockton Population Change, 1900-2010**



Source: US Census Bureau, 1900 to 2010

This declining population trend was dramatically reversed in the 1960's and 1970's, with the Town experiencing a significant upturn in population as urban residents began to move 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. For the Town of Stockton, the City of Stevens Point's annexation of 2012 now has the City boundary ½ mile into the Town.

The Town of Stockton's most dramatic growth occurred during the 1970's, with the Town documenting population increases of 43.1% for the 1970-1980 period (Table 1.1). The 1970's was a decade of substantial growth for many Portage County communities. In the last twenty years (Census 1990 to 2010), the Town of Stockton gained 423 residents, adding residents at a rate higher than the County overall during this period, and a much higher rate than surrounding Towns. Between 2000 and 2010, population growth waned considerably. Stockton only gained 21 residents in the decade. Of the adjacent Towns described in Table 1.1, only Sharon (+46) and Buena Vista (+11) grew; the others lost population.

**Table 1.1: Stockton Comparison Population Change, 1970 to 2010**

	1970	1980	1990	2000	2010	1990-2010 Change
Town of Stockton	1,537	2,208	2,494	2,896	2,917	17.0%
Town of Amherst	936	1,215	1,335	1,435	1,325	-0.7%
Town of Buena Vista	827	1,023	1,170	1,187	1,198	2.4%
Town of Hull	3,124	5,122	5,563	5,493	5,346	-3.9%
Town of New Hope	492	625	694	736	718	3.5%
Town of Plover	3,692	2,330	2,223	2,415	1,701	-23.5%
Town of Sharon	1,304	1,694	1,742	1,936	1,982	13.8%
Portage County	47,541	57,420	61,405	67,182	70,019	14.0%

Source: U.S. Census Bureau 1970 - 2010

Population growth is a combination of many factors including birth, death, and in and out migration. By examining migration patterns for the residents of the Town of Stockton, we can better understand the cause for how the growth in the community is occurring. Table 1.2 provides data on where residents were living the year prior to the Federal Census.

**Table 1.2: Comparison of Place of Residence for the Year Prior to 2010**

	Same house 1 year ago		Within same county		Different county, same state		From a different state	
T. Stockton	2,710	95.1%	127	4.5%	12	0.4%	0	0.0%
T. Amherst	1,285	95.9%	21	1.6%	23	1.7%	11	0.8%
T. Buena Vista	1,057	89.7%	78	6.6%	35	3.0%	8	0.7%
T. Hull	4,729	89.7%	460	8.7%	63	1.2%	19	0.4%
T. New Hope	671	95.0%	35	5.0%	0	0.0%	0	0.0%
T. Plover	1,593	89.6%	154	8.7%	26	1.5%	5	0.3%
T. Sharon	1,825	90.4%	132	6.5%	34	1.7%	28	1.4%
Portage County	55,399	80.9%	8,134	11.9%	4,037	5.9%	926	1.4%

Source: ACS 2006-2009

This information provides a bit of insight into the nature and pace of new residents moving into the Town. Information found in the 2010 American Community Survey estimated that ninety-five (95%) of Stockton residents lived in the same house in the year prior to the Census. Nearly all of the remaining residents moved to Stockton from somewhere inside Portage County. A small number (less than 1%) moved to Stockton from somewhere else in Wisconsin.



The 5-to-14 year old cohort for the Town of Stockton numbered 492 in 1990. This number declined by 108 persons (-22%) 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. This cohort declined by an additional 115 persons (-30%) as the cohort became 25 to 34 year olds in 2010. The decline could represent adults leaving for better jobs or opportunities elsewhere.

The 15-to-24 year old cohort numbered 355 in 1990. This number declined by 15 persons (-4%) by the year 2000 (as they became 25-to-34 year olds). By 2010, however, this cohort had gained 58 persons (+17%) (as they became 35-to-44 year olds).

The 1990 25-to-34 year old cohort also has an interesting trend. In 1990 they numbered 411; by 2000 (as 35-to-44 year olds) they had gained 127 persons (+31%), becoming the largest cohort in the Stockton population. By 2010 (as 45-to-54 year olds) they had gained another 16 persons (+3%), and remained the largest Stockton cohort.

The 1990 35-to-44 year old cohort continued this trend on population increase. In 1990 they numbered 436; by 2000 (as 45-to-54 year olds) they had gained 37 persons (+8%). By 2010, however, (as 55-to-64 year olds) they had declined by 20 persons (-4%), but leaving a net gain for the 20-year period.

The Town of Stockton’s 65+ population segment increased from 7.9% of total population in 1990 to 11.4% in 2010. The average Portage County town saw this segment increase from 10.7% to 13.7%, and the County as a whole increased from 10.8% to 12.8%. The number of seniors aged 75 and over has nearly doubled since 1990.

**Table 1.4: Comparison of Population Age 65+**

Age	Town of Stockton			Town Average			Portage County		
	1990	2000	2010	1990	2000	2010	1990	2000	2010
65 to 74 years	197 7.9%	226 7.8%	332 11.4%	130 10.6%	157 11.3%	192 13.7%	6,603 10.8%	7,354 10.9%	8,955 12.8%
TOTAL	2,494	2,896	2,917	1,449	1,506	1,443	61,405	67,182	70,019
Median Age	30.0	35.9	42.1	32.4	37.9	44.0	29.3	33.0	35.8

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

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 Town of Stockton in 2010 is 42.1 years. This age has increased by over twelve years since 1990, with the rate of increase accelerating over the two decades. The Town Average reflects a similar pace for growth, while tending to be, on average, slightly older than Stockton. The County’s lower overall median age reflects the influence of the student population at UW-Stevens Point.

**C. Education Levels**

As is typical across the different municipal divisions within Portage County, the Town of Stockton raised its’ overall educational attainment over the last 20 years (Table 1.5). This achievement is a result of the combination of in-migration, continued educational involvement by the existing residents of the Town and the passing of older residents who did not have the educational opportunities enjoyed today.

**Table 1.5: Comparison of Educational Attainment for Residents 25 Years and Older**

Ed. Attainment (Persons 25 yrs+)	Town of Stockton			Town Average			Portage County		
	1990	2000	2010	1990	2000	2010	1990	2000	2010
Less Than 9th Grade	220 15.2%	102 5.5%	72 4.8%	112 15.0%	63 7.0%	42 4.5%	4,065 11.6%	2,420 6.0%	1,577 3.8%
9th to 12th Grade (No Diploma)	125 8.7%	113 6.1%	95 6.3%	79 11.0%	83 9.4%	72 7.4%	3,029 8.7%	3,019 7.5%	2,415 5.9%
High School Graduate	743 51.4%	860 46.7%	673 44.7%	365 44.2%	414 42.8%	422 42.7%	14,082 40.2%	14,952 37.2%	14,911 36.4%
Some College (No Degree)	149 10.3%	321 17.4%	263 17.5%	111 12.6%	175 17.6%	166 16.8%	5,205 14.9%	7,572 18.9%	8,143 19.9%
Associate Degree	50 3.5%	153 8.3%	145 9.6%	42 4.7%	68 6.5%	88 8.6%	1,922 5.5%	2,802 7.0%	3,263 8.0%
Bachelor's Degree	96 6.6%	180 9.8%	185 12.3%	89 9.3%	138 11.9%	145 13.7%	4,594 13.1%	6,468 16.1%	7,151 17.5%
Grad / Profess Degree	62 4.3%	114 6.2%	72 4.8%	35 3.2%	53 4.7%	67 6.2%	2,107 6.0%	2,910 7.2%	3,502 8.5%
<b>TOTAL</b>	<b>1,445</b>	<b>1,843</b>	<b>1,505</b>	<b>832</b>	<b>994</b>	<b>1,001</b>	<b>35,004</b>	<b>40,143</b>	<b>40,962</b>

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

#### D. Households and Income

The Town of Stockton residential community is made up of different types of households. U.S. Census defines a household simply as “including all of the people who occupy a housing unit.” People not living in households are classified as living in group quarters. “Family Households” consist of a householder and one or more other people related to the householder by birth, marriage, or adoption. “Nonfamily Households” consist of people living alone and households which do not have any members related to the householder. Table 1.6 below details the changes in the make-up of Town of Stockton households over the last 20 years, and compares them to the Portage County data and the average of the County Towns.

Family households, traditionally the primary household type within Stockton, have seen their percentage of total households slightly decrease over the last 20 years, even though their numbers have continued to increase. Married-couple householders are by far the most numerous (90%). Single-head households within Stockton decreased slightly to 10% of Family households. By comparison, the Town Average and County as a whole have seen single-head households increase to 13% and 18% of Family households, respectively.

Stockton’s Non-Family households have increased slightly since 1990 (19% to 20% of total households). The Towns Average indicates a Non-Family share of 23%.

The Persons Per Household (PPH) calculation for the Town of Stockton, average of Towns and the County have continued a declining trend over the last 20 years. In 2010 Town of Stockton had a PPH of 2.68, down from 3.09 in 1990. The Town Average was 2.55.

**Table 1.6: Household Type Comparison, Town of Stockton**

HOUSEHOLDS BY TYPE	Town of Stockton			Town Average			Portage County		
	1990	2000	2010	1990	2000	2010	1990	2000	2010
<b>Family Households</b>	<b>655</b>	<b>821</b>	<b>873</b>	<b>388</b>	<b>427</b>	<b>428</b>	<b>14,883</b>	<b>16,496</b>	<b>17,270</b>
<i>Percent of Total Households</i>	<i>81%</i>	<i>83%</i>	<i>80%</i>	<i>83%</i>	<i>78%</i>	<i>71%</i>	<i>70%</i>	<i>66%</i>	<i>62%</i>
Married-couple families	580	718	784	343	381	373	12,645	13,808	14,155
<i>Percent of Family Households</i>	<i>89%</i>	<i>87%</i>	<i>90%</i>	<i>89%</i>	<i>89%</i>	<i>87%</i>	<i>85%</i>	<i>84%</i>	<i>82%</i>
Other family, male householder	34	46	44	17	19	23	602	861	1,023
<i>Percent of Family Households</i>	<i>5%</i>	<i>6%</i>	<i>5%</i>	<i>4%</i>	<i>5%</i>	<i>5%</i>	<i>4%</i>	<i>5%</i>	<i>6%</i>
Other family, female householder	41	57	45	28	27	32	1,636	1,827	2,092
<i>Percent of Family Households</i>	<i>6%</i>	<i>7%</i>	<i>5%</i>	<i>7%</i>	<i>6%</i>	<i>8%</i>	<i>11%</i>	<i>11%</i>	<i>12%</i>
<b>Nonfamily Households</b>	<b>152</b>	<b>163</b>	<b>214</b>	<b>82</b>	<b>119</b>	<b>136</b>	<b>6,423</b>	<b>8,544</b>	<b>10,544</b>
<i>Percent of Total Households</i>	<i>19%</i>	<i>17%</i>	<i>20%</i>	<i>17%</i>	<i>22%</i>	<i>23%</i>	<i>30%</i>	<i>34%</i>	<i>38%</i>
Householder living alone	122	112	175	66	93	106	4,679	6,130	7,559
<i>Percent of Non-Family Households</i>	<i>80%</i>	<i>69%</i>	<i>16%</i>	<i>81%</i>	<i>78%</i>	<i>78%</i>	<i>73%</i>	<i>72%</i>	<i>72%</i>
Householder 65 years and over	44	37	52	28	34	40	1,933	2,196	2,632
<i>Percent of Non-Family Households</i>	<i>29%</i>	<i>23%</i>	<i>5%</i>	<i>34%</i>	<i>29%</i>	<i>29%</i>	<i>30%</i>	<i>26%</i>	<i>25%</i>
<b>TOTAL HOUSEHOLDS</b>	<b>807</b>	<b>984</b>	<b>1,087</b>	<b>469</b>	<b>546</b>	<b>600</b>	<b>21,306</b>	<b>25,040</b>	<b>27,814</b>
<b>Persons Per Household</b>	3.09	2.94	2.68	3.00	2.71	2.55	2.71	2.54	2.39

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

Another instructive piece of information on the state of households within the Town is the level of income that each household achieves. Again the census provides insight into the range of incomes present within Stockton. Table 1.7 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 Stockton that the percentage of households making greater than \$50,000 per year has increased from 26.8% in 1990 to 64.2% in 2010. Median household income has increased from \$35,724 to \$62,760 over the same period.

**Table 1.7: Household Income Comparison for the Town of Stockton**

Household Income Per Year	Town of Stockton			Town Average			Portage County		
	1989	1999	2010	1989	1999	2010	1989	1999	2010
Less Than \$10,000	85 <i>10.6%</i>	29 <i>2.9%</i>	11 <i>0.9%</i>	46 <i>11.1%</i>	25 <i>5.5%</i>	22 <i>3.8%</i>	3,210 <i>15.0%</i>	1,767 <i>7.0%</i>	1,854 <i>6.9%</i>
\$10,000 to \$14,999	87 <i>10.8%</i>	32 <i>3.2%</i>	22 <i>1.9%</i>	33 <i>7.5%</i>	24 <i>4.5%</i>	24 <i>3.6%</i>	1,978 <i>9.3%</i>	1,608 <i>6.4%</i>	1,520 <i>5.6%</i>
\$15,000 to \$24,999	121 <i>15.0%</i>	104 <i>10.5%</i>	58 <i>4.9%</i>	82 <i>19.2%</i>	52 <i>9.6%</i>	50 <i>8.5%</i>	4,072 <i>19.1%</i>	3,174 <i>12.6%</i>	3,180 <i>11.8%</i>
\$25,000 to \$34,999	98 <i>12.2%</i>	107 <i>10.8%</i>	94 <i>7.9%</i>	83 <i>17.9%</i>	73 <i>13.2%</i>	55 <i>9.9%</i>	3,654 <i>17.1%</i>	3,425 <i>13.6%</i>	2,744 <i>10.2%</i>
\$35,000 to \$49,999	185 <i>23.0%</i>	204 <i>20.6%</i>	239 <i>20.2%</i>	119 <i>23.4%</i>	105 <i>20.3%</i>	76 <i>14.1%</i>	4,370 <i>20.5%</i>	4,484 <i>17.9%</i>	3,908 <i>14.5%</i>
\$50,000 to \$74,999	183 <i>22.8%</i>	275 <i>27.8%</i>	325 <i>27.5%</i>	76 <i>14.7%</i>	146 <i>26.4%</i>	142 <i>25.1%</i>	2,983 <i>14.0%</i>	5,771 <i>23.0%</i>	6,002 <i>22.3%</i>
\$75,000 to \$99,999	19 <i>2.4%</i>	149 <i>15.1%</i>	232 <i>19.6%</i>	21 <i>4.1%</i>	76 <i>11.8%</i>	105 <i>18.6%</i>	661 <i>3.1%</i>	2,820 <i>11.2%</i>	3,709 <i>13.8%</i>
\$100,000 to \$149,999	13 <i>1.6%</i>	71 <i>7.2%</i>	155 <i>13.1%</i>	7 <i>1.4%</i>	34 <i>5.5%</i>	70 <i>12.0%</i>	274 <i>1.3%</i>	1,346 <i>5.4%</i>	2,828 <i>10.5%</i>
\$150,000 or more	13 <i>1.6%</i>	17 <i>1.7%</i>	47 <i>4.0%</i>	4 <i>0.8%</i>	18 <i>3.1%</i>	28 <i>4.4%</i>	134 <i>0.6%</i>	717 <i>2.9%</i>	1,200 <i>4.5%</i>
Total Households	804	988	1,183	472	552	571	21,336	25,112	26,945
Median H-Hold Income	\$35,724	\$50,957	\$62,760	\$31,248	\$47,854	\$59,636	\$28,686	\$43,487	\$50,978

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

With the examination of income information, the Town of Stockton should also assess the poverty status of its residents. Table 1.8 below outlines poverty thresholds for 1980, 1990, 2000, and 2011.

**Table 1.8 Poverty Thresholds: 1980, 1990, 2000, and 2011**

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

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

“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 1.9 lists the Census information on poverty for the total number of residents, persons age 65 and above, and families within the Town of Stockton, the Town Average, and Portage County as a whole.

The Town of Stockton has experienced a decrease in the number of residents earning below the poverty level over the last two decades, to levels lower than Town Average and County overall.

**Table 1.9: Poverty Comparison, Town of Stockton, Town Average, and Portage County**

Poverty Statistics For Selected Populations	Town of Stockton			Town Average			Portage County		
	1989	1999	2010	1989	1999	2010	1989	1999	2010
<b>Persons</b>	<b>2,485</b>	<b>2,896</b>	<b>2,907</b>	<b>1,415</b>	<b>1,506</b>	<b>1,449</b>	<b>57,805</b>	<b>67,182</b>	<b>65,720</b>
Below poverty level	265	81	106	122	82	74	7,454	6,074	7,924
% below poverty	10.7%	2.8%	3.6%	8.6%	5.5%	5.1%	12.9%	9.0%	12.1%
<b>Persons 65 Years and Over</b>	<b>197</b>	<b>226</b>	<b>255</b>	<b>122</b>	<b>157</b>	<b>198</b>	<b>5,327</b>	<b>7,354</b>	<b>8,356</b>
Below poverty level	21	9	7	14	15	14	740	561	690
% below poverty	10.7%	4.0%	2.7%	11.3%	9.3%	6.9%	13.9%	7.6%	8.3%
<b>Families</b>	<b>652</b>	<b>801</b>	<b>910</b>	<b>380</b>	<b>430</b>	<b>442</b>	<b>14,927</b>	<b>16,643</b>	<b>17,658</b>
Below Poverty Level	58	10	23	24	15	16	1,051	725	901
% below poverty	8.9%	1.2%	2.5%	6.3%	3.5%	3.6%	7.0%	4.4%	5.1%

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

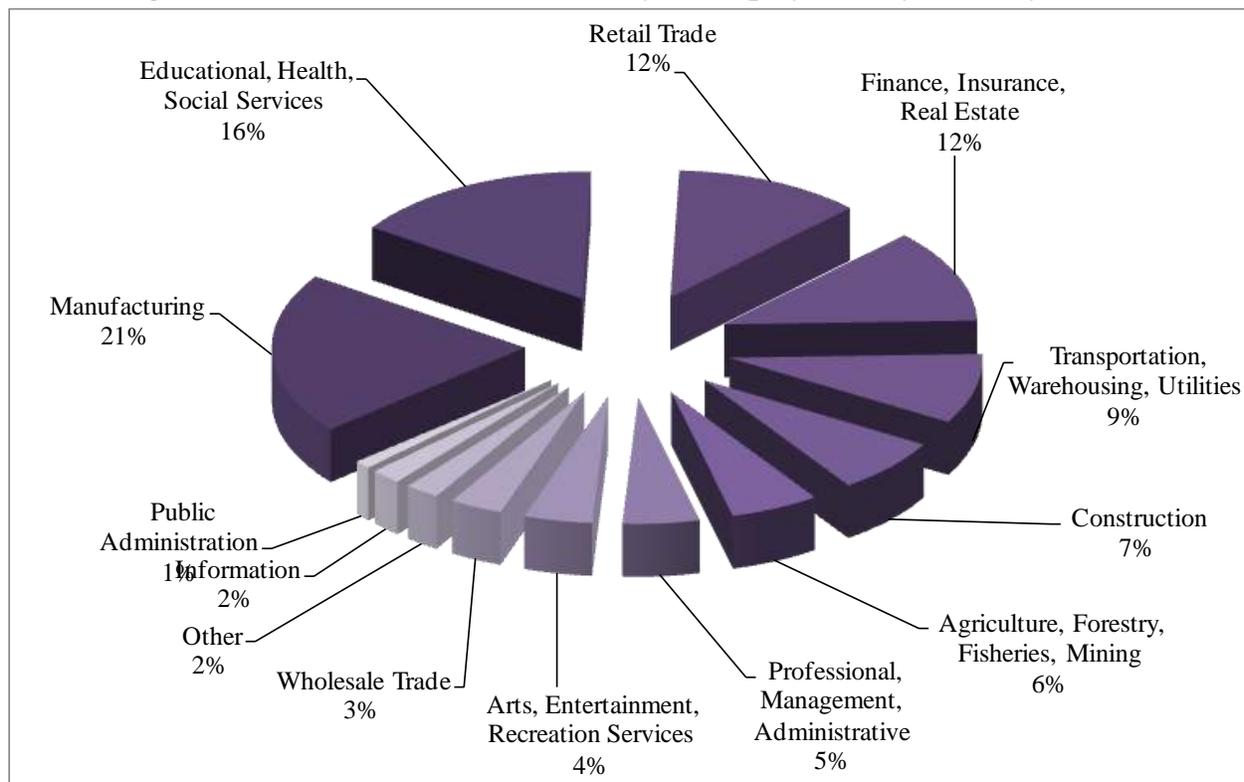
## E. Employment Characteristics

Figure 1.3 below summarizes employment by industry data provided by the ACS. This information represents what type of industry that the working residents of Stockton were employed by, and is not a listing of the employment currently located within the Town. The

discussion of the Stockton economy will take place within the Economic Development Element of this Comprehensive Plan.

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

**Figure 1.3: Town of Stockton Summary of Employment by Industry, 2010**



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

The Town of Stockton has diversified employment sectors, with 60% of the employment for Town residents accounted for in the top four industry sector clusters. The Manufacturing, Education/Health, and Finance/Insurance/Real Estate sectors usually represent employment with higher incomes or jobs that pay well over the minimum wage. The Town of Stockton is not home to a large number of these types of employment, resulting in a community where most people have to commute to work. Only six percent of Town residents identify agriculture as their employment.

## **Section 1.6 Forecasts**

### **A. Population Projections**

The State of Wisconsin Department of Administration (DOA) prepares population projections for each of the municipalities within the County. The most recent population projections for the Town of Stockton were created in 2008. Based on those projections, the Town of Stockton will grow to 3,724 residents by 2030. This represents an increase of 807 people (+28%) over the 20 year period. It is believed that the State projections will be recalculated based on the 2010 Census, which totaled 249 people less for Stockton than the State's previous projection for that

year. It should be noted that population projections are “best guesses” and should be used with caution.

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

Yr 2015: 2,970      Yr 2020: 3,461      Yr 2025: 3,601      Yr 2030: 3,724

### B. Household Projections

Household projections for The Town of Stockton are also based upon projections from the Wisconsin Department of Administration. As with population, the projections were created in 2008. Based on these projections, Town of Stockton will grow to 1,393 households in 2030, an increase of 210 households (+18%).

Projected Households in: 2015: 1,206; 2020: 1,278; 2025: 1,342; 2030: 1,393

The number of persons per household has been steadily declining in Stockton, from 3.30 persons in 1980 to 2.68 persons in 2010 (see Table 1.6 above). Based on the State population and household projections, the persons per household in 2030 would be 2.67.

### C. Employment Projections

The majority of future job opportunities are expected to be located in the Stevens Point urban area, Wausau, Wisconsin Rapids, Amherst, Waupaca, Rosholt and other surrounding communities. Jobs will most likely be found in the service field, health care, government, manufacturing and finance sectors.

Agricultural use occupies a significant portion of the Town’s land base. Discussions with farm operators indicate that positive changes in the agriculture sector have occurred since the completion of the Town of Stockton Comprehensive Plan in 2006. The outlook for success of the agriculture sector indicates an opportunity for increased employment. Refer to Chapter 5, Agricultural, Natural, and Cultural Resources Element for an additional discussion of agricultural employment.

## **Section 1.7 Conclusions**

- A. From 1980 to 2000, the Town of Stockton increased their population by 31% (688 persons). The growth experienced by the Town over the past twenty years was the second highest percentage increase of all towns in Portage County.
- B. Land Use issues exist between agricultural operations and non-farming landowners. Issues also exist between landowners wishing to develop their property and those residents that do not want these developments to occur.
- C. In 2001 a County-wide survey of resident’s attitudes was completed by the Portage County Planning and Zoning Department.
- D. A good number of Town of Stockton households (approx. 30%) participated in the survey, and those survey responses will help form the conclusions for each Chapter throughout this document. The Town of Stockton survey results, in their entirety, are included in Appendix B; the following are survey responses related to Issues & Opportunities, and overall community life.

**Survey Question 31:** Stockton resident's preference for development in rural Portage County in the year 2020. 92% wanted Preservation of the existing rural landscape (49% with limited amounts of new development, 43% with moderate amounts of new development).

**Survey Question 33:** 82% of Stockton households that responded encouraged environmental preservation; 77% encouraged farmland preservation; 28% encouraged residential development; 47% encouraged industrial development; 40% encouraged retail development.

**Survey Question 3:** Local units of government have the responsibility to protect property owners and the community by regulating land use. 69% of Stockton respondents agreed or strongly agreed; 14% disagreed or strongly disagreed.

**Survey Question 4:** The use of zoning regulations is beneficial. 75% of Stockton respondents agreed or strongly agreed; 10% disagreed or strongly disagreed.

**Survey Question 5:** People should be allowed to develop their property any way they see fit. 25% agreed or strongly agreed; 54% disagreed or strongly disagreed.

## **Section 1.8 Community Goals, Objectives, and Polices**

Goals, objectives and polices provide the framework for guiding future community development activities in the Town of Stockton. Goals are stated as desired conditions to strive for in the future. They are common ideas 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. Polices are methods of action to accomplish these objectives. Together these three pieces express the uniqueness of the community while stating changes that will produce desirable patterns for growth and development.

One 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 more easily form goal or policy statements.

### **A. Goal**

1. Maintain the Town's rural character

### **B. Objective**

1. Work with surrounding communities to maintain our rural character.

### **C. Policy**

1. Develop an agreement with the City of Stevens Point and Village of Plover regarding extraterritorial rights and developments that would enhance the rural character of the Town of Stockton.

## **CHAPTER 2 - HOUSING**

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

**Housing element.** A compilation of objectives, policies, goals, maps and programs of the local governmental unit to provide an adequate housing supply that meets existing and forecasted housing demand in the local governmental unit. The element shall assess the age, structural, value and occupancy characteristics of the local governmental unit's housing stock. The element shall also identify specific policies and programs that promote the development of housing for residents of the local governmental unit and provide a range of housing choices that meet the needs of persons of all income levels and of all age groups and persons with special needs, policies and programs that promote the availability of land for the development or redevelopment of low-income and moderate income housing, and policies and programs to maintain or rehabilitate the local governmental unit's existing housing stock.

### **Section 2.1 Inventory and Analysis**

With the Town of Stockton's population nearly doubling (+90%) since 1970, Stockton has a vital need to understand characteristics of the housing stock that exists, and might need to be constructed in the future. Wisconsin Statutes require that the housing element of the Comprehensive Plan assess the age, structure, value and occupancy characteristics of the local unit's housing stock. As a part of this assessment, the Town itself must consider how to manage the possible continuation of this growth trend, and continue discussion on the form of residential development, and if needed, where it should be directed.

#### **A. Housing Tenure and Occupancy**

Housing tenure (owner-occupied vs renter-occupied units) information sheds light on how residents live in a community. Occupancy and vacancy characteristics can help indicate if the current amount of housing stock is sufficient to meet existing demand.

**Table 2.1: Housing Occupancy Characteristics**

OCCUPANCY	Town of Stockton			Town Average			Portage County		
	1990	2000	2010	1990	2000	2010	1990	2000	2010
<b>Occupied Housing Units</b> <i>(% of Total Housing Units)</i>	<b>807</b> 96%	<b>984</b> 96%	<b>1,087</b> 97%	<b>469</b> 89%	<b>546</b> 91%	<b>564</b> 89%	<b>21,306</b> 93%	<b>25,040</b> 94%	<b>27,814</b> 93%
Owner Occupied <i>(% of Occupied Units)</i>	722 89%	889 90%	1,006 93%	408 87%	489 90%	508 90%	14,984 70%	17,750 71%	19,251 69%
Renter Occupied <i>(% of Occupied Units)</i>	85 11%	95 10%	81 7%	61 13%	57 10%	57 10%	6,322 30%	7,290 29%	8,563 31%
<b>Vacant Housing Units</b> <i>(% of Total Housing Units)</i>	<b>32</b> 4%	<b>41</b> 4%	<b>39</b> 3%	<b>60</b> 11%	<b>51</b> 9%	<b>71</b> 11%	<b>1,604</b> 7%	<b>1,549</b> 6%	<b>2,240</b> 7%
For seasonal, recreational, or occasional use <i>(% of Total Housing Units)</i>	10 1%	11 1%	12 1%	40 7%	32 5%	48 8%	685 3%	557 2%	893 3%
<b>TOTAL HOUSING UNITS</b>	<b>839</b>	<b>1,025</b>	<b>1,126</b>	<b>529</b>	<b>597</b>	<b>635</b>	<b>22,910</b>	<b>26,589</b>	<b>30,054</b>

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

As reported above (Table 2.1), the Town of Stockton experienced an increase of 287 housing units to its housing stock between 1990 and 2010. This increase of 34% is greater than the Town Average (19%) and Portage County overall (31%) over the same period.

The Department of Housing and Urban Development (HUD) has established a minimum overall rate of 3% vacancy to assure an adequate choice for consumers. An acceptable vacancy rate for owner-occupied housing is 1.5% while a vacancy rate of 5% is acceptable for rental units. The vacancy rate for housing available for sale or rent has remained at approximately three percent over the past twenty years, after subtracting for in seasonal, recreational and occasional use housing. This is just slightly higher than both the Town Average and County overall vacancy rates (Table 2.1).

From 1990 to 2010, owner occupied units increased in percentage of total occupied housing units from 89% to 92%, while renter occupied units decreased from 11% to 8% of the total. This trend in Stockton differs from the Town Average and County overall, which have seen occupied/renter ratios stay somewhat static.

### B. Age Characteristics

Age is often used as a measure of a house’s condition, however, it should not be the sole criterion since many older homes are either remodeled or kept in a state of good repair to maintain their value. Table 2.2 below shows a comparison of housing age between the Town of Stockton, 16-Town Average, and Portage County as a whole.

**Table 2.2: Housing Age Characteristics**

Year Structure Built	Town of Stockton			Town Average			Portage County		
	1990	2000	2010	1990	2000	2010	1990	2000	2010
2000 or later	na	na	121 10%	na	na	65 10%	na	na	2,829 10%
1990 to 1999	na	217 21%	235 19%	na	131 22%	112 18%	na	5,147 19%	4,520 16%
1980 to 1989	213 25%	210 20%	204 17%	109 20%	91 14%	105 15%	5,012 22%	4,186 16%	4,192 14%
1970 to 1979	339 40%	291 28%	315 26%	185 33%	153 23%	148 22%	6,305 28%	5,717 22%	6,331 22%
1960 to 1969	124 15%	61 6%	80 7%	72 12%	59 9%	54 8%	2,978 13%	2,846 11%	2,786 10%
1950 to 1959	3 0%	28 3%	30 2%	29 5%	28 4%	25 4%	1,672 7%	1,988 7%	1,842 6%
1940 to 1949	21 3%	18 2%	19 2%	17 3%	23 4%	14 3%	1,372 6%	1,270 5%	1,133 4%
1939 or earlier	139 17%	209 20%	215 18%	116 27%	111 23%	109 21%	5,571 24%	5,435 20%	5,513 19%
Total Units Listed	839	1,034	1,219	527	596	631	22,910	26,589	29,146

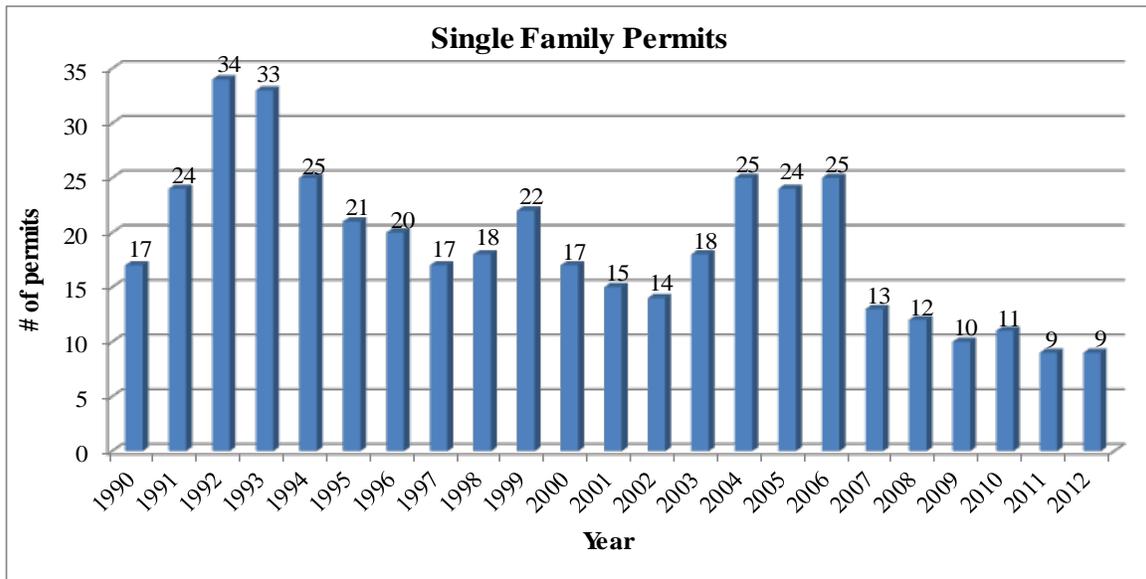
Source: U.S. Census Bureau, 1990, 2000, 2010, and the ACS Survey data from 2005 to 2009 table DP04.

According to the 2010 Census, 72% percent of the houses in the Town of Stockton have been built since 1970, indicating a relatively newer housing stock when compared with the Town Average (65%) and County as a whole (62%). As stated earlier in this chapter, the Stockton population grew by more than ninety percent in that time span.

Stockton has eighteen percent of its housing stock built prior to 1940. Although exact conditions are not known, it is probable that a number of these housing units are in need of structural repair and various improvements to insure safer occupancy. Older housing units may need repair, replacement, or upgrade of plumbing facilities, heating and/or water systems in order to maintain them in standard condition.

A more detailed breakdown of recent single-family housing starts in the Town of Stockton is provided through an examination of building permit data on file with Portage County (Figure 2.1 and Table 2.3).

**Figure 2.1: Town of Stockton Single-Family Permits**



Source: Portage County Planning & Zoning Department - permit data

Between 1990 and 2012, the Town experienced its highest permit activity during the early part of the 1990’s, and early part of the 2000’s. When comparing single-family housing starts during the recent past (2000-2012) Hull and Stockton tied for the most single family residential building activity with 202 permits each. Next with more than 100 each were the Towns of Sharon (169), Lanark (136), and Grant (105).

**Table 2.3: Portage County Single Family Residential Building Permits 2000-2012**

Municipality	2000	2001	2002	2003	2004	2005	2006	2007	2008	2009	2010	2011	2012	Total	Ave. Per Year
T. Alban	8	7	9	4	5	4	5	4	6	0	5	1	2	<b>60</b>	4.6
T. Almond	4	4	4	1	4	4	2	2	3	2	1	1	2	<b>34</b>	2.6
T. Amherst	11	13	9	7	8	13	4	12	2	7	2	1	1	<b>90</b>	6.9
T. Belmont**	0	0	1	0	5	0	4	3	3	4	2	2	2	<b>26</b>	2.0
T. Buena Vista	9	11	12	10	3	7	8	9	7	2	3	3	2	<b>86</b>	6.6
T. Carson	8	9	5	9	7	15	7	8	4	1	2	2	4	<b>81</b>	6.2
T. Dewey	10	6	11	6	7	7	3	4	0	2	1	2	3	<b>62</b>	4.8
T. Eau Pleine	5	4	7	6	10	9	6	11	7	6	7	4	5	<b>87</b>	6.7
T. Grant	13	15	8	12	9	11	9	5	2	6	7	2	6	<b>105</b>	8.1
T. Hull	21	13	32	28	13	14	17	13	15	12	8	4	12	<b>202</b>	15.5
T. Lanark	15	15	12	19	16	18	6	9	7	5	4	5	5	<b>136</b>	10.5
T. Linwood	3	1	6	9	10	5	6	3	6	6	2	2	0	<b>59</b>	4.5
T. New Hope	6	3	4	6	6	3	9	4	4	5	0	1	1	<b>52</b>	4.0
T. Pine Grove**	0	0	0	0	0	0	0	0	0	0	0	0	0	<b>0</b>	0.0
T. Plover	5	6	6	10	3	4	3	5	1	4	5	1	3	<b>56</b>	4.3
T. Sharon	23	16	15	20	22	15	11	6	9	5	12	7	8	<b>169</b>	13.0
<b>T. Stockton</b>	<b>17</b>	<b>15</b>	<b>14</b>	<b>18</b>	<b>25</b>	<b>24</b>	<b>25</b>	<b>13</b>	<b>12</b>	<b>10</b>	<b>11</b>	<b>9</b>	<b>9</b>	<b>202</b>	<b>15.5</b>
<b>Town Total</b>	<b>158</b>	<b>138</b>	<b>155</b>	<b>165</b>	<b>153</b>	<b>153</b>	<b>125</b>	<b>111</b>	<b>88</b>	<b>77</b>	<b>72</b>	<b>47</b>	<b>65</b>	<b>1,507</b>	<b>115.9</b>

Source: Portage County Planning and Zoning – permit data.

\*\* T. of Belmont and Pine Grove (Homes on water only)

### C. Structural Characteristics

Structure type information (single family, duplex, multi-family) is most often used to describe the physical characteristics of housing stock. The following “number of units in structure” information is taken from the U.S. Census Summary file 3 and from ACS Table DP04, which is based on a sample of units within a community, and not a total count of units. Although it does not account for all housing units within the community, this information provides insight into the mix of housing types in Stockton.

Table 2.4 compares the distribution of structures types within the Town of Stockton with the average of Towns and Portage County as a whole, over three census periods. In 2010, 87% of the housing stock was categorized as single-family, or 1-unit detached. From 1990 to 2010, the Town of Stockton has experienced some fluctuation of the percentage accounted for by single-family homes even as the actual numbers continued to increase; this is a function of the wide variation in the number of “Mobile Home Trailer or Other” units identified for the Town Average.

The second largest structure type in this classification in the Town of Stockton is mobile homes.

**Table 2.4: Housing Structural Characteristics**

Units in Structure	Town of Stockton			Town Average			Portage County		
	1990	2000	2010	1990	2000	2010	1990	2000	2010
1 Unit Detached	685 82%	931 90%	1,061 87%	434 83%	514 87%	521 82%	15,828 69%	18,534 70%	19,834 68%
1-Unit Attached	2 0%	1 0%	0 0%	5 1%	4 1%	10 2%	329 1%	630 2%	1,008 3%
2 to 4 Units	10 1%	8 1%	0 0%	6 1%	7 1%	18 3%	2,420 11%	2,840 11%	3,197 11%
5 or more Units	0 0%	0 0%	0 0%	1 0%	3 0%	16 2%	2,196 10%	2,765 10%	3,356 12%
Mobile Home Trailer or Other	142 17%	91 9%	158 13%	78 15%	66 11%	67 11%	2,137 9%	1,788 7%	1,751 6%
<b>TOTAL HOUSING UNITS</b>	<b>839</b>	<b>1,034</b>	<b>1,219</b>	<b>524</b>	<b>594</b>	<b>631</b>	<b>22,910</b>	<b>26,557</b>	<b>29,146</b>

Source: U.S. Census Bureau, 1990, 2000, and ACS data from 2005 to 2009 Table DP04.

### D. Value Characteristics

Housing value is another important aspect in the overall assessment of current housing stock. The value of housing, along with median price, has risen significantly since 1990 all across Portage County. Table 2.5 shows the distribution of housing values across various price ranges, as well as the median home price for Stockton, 16-Town Average, and Portage County. Stockton housing values jumped between 1990 and 2010. Homes valued at over \$100,000 rose from less than 8% in 1990 to nearly 90% in 2010, with those valued above \$200,000 increasing from 1.5% to over 35% of total units for the same period; these 2010 percentages exceeded both the Town Average and County as a whole.

Median value is an indicator that can also be used to gauge housing demand. The 2010 median home value in the Town of Stockton was \$161,500, up from \$61,600 in 1990. This 2010 value outpaced both the Town Average (\$154,869) and County overall (\$140,800). The Town of Stockton median value has historically been higher than the Town Average and County overall.

**Table 2.5: Housing Value Characteristics**

Housing Value (Owner Occupied)	Town of Stockton			Town Average			Portage County		
	1990	2000	2010	1990	2000	2010	1990	2000	2010
Less than \$50,000	109 27.7%	8 1.5%	80 7.1%	61 41.3%	15 6.9%	30 5.2%	3562 33.6%	781 6.0%	1140 6.0%
\$50,000 to \$99,999	255 64.7%	210 40.4%	72 6.4%	142 52.6%	108 41.6%	65 16.1%	6,139 58.0%	6,028 46.1%	3,413 18.1%
\$100,000 to \$149,999	24 6.1%	224 43.1%	346 30.9%	15 4.2%	113 33.3%	138 25.0%	716 6.8%	4,253 32.5%	5,975 31.6%
\$150,000 to \$199,999	0 0.0%	58 11.2%	227 20.3%	6 1.5%	35 10.3%	123 22.9%	150 1.4%	1,329 10.2%	4,116 21.8%
\$200,000 to \$299,999	6 1.5%	15 2.9%	295 26.4%	0 0.2%	15 5.0%	101 20.4%	19 0.2%	493 3.8%	2978 15.8%
\$300,000 or more	0 0.0%	5 1.0%	99 8.8%	0 0.2%	7 2.8%	47 10.4%	4 0.0%	204 1.6%	1277 6.8%
<b>TOTAL UNITS</b>	<b>394</b>	<b>520</b>	<b>1,119</b>	<b>225</b>	<b>293</b>	<b>504</b>	<b>10,590</b>	<b>13,088</b>	<b>18,899</b>
<b>MEDIAN VALUE</b>	<b>\$61,600</b>	<b>\$108,900</b>	<b>\$161,500</b>	<b>\$54,000</b>	<b>\$103,300</b>	<b>\$154,869</b>	<b>\$58,600</b>	<b>\$98,300</b>	<b>\$140,800</b>

Source: US Census, 1990, 2000, and ACS 2005-2009 Table DP04.

### E. Housing Affordability

According to the U.S. Department of Housing and Urban Development, not more than 30% of a household income should be spent on monthly housing costs in order for that home to be considered affordable. The U.S. Census provides data on housing costs as a percentage of household income for homeowners and renters (Tables 2.6 and 2.7 below). The following information is taken from the U.S. Census Summary File 3 and ACS data, which is based on a sample of households within a community, and not a total count of all households.

**Table 2.6: Affordability Comparison for Owner-Occupied Housing Units**

Monthly Owner Costs as % of Household Income	Town of Stockton			Town Average			Portage County		
	1989	1999	2010	1989	1999	2010	1989	1999	2010
less than 20.0%	242 61.4%	308 59.2%	289 38.5%	151 68.5%	187 61.0%	116 38.0%	6,707 63.3%	8,277 63.2%	4,674 40.1%
20.0 to 24.9%	53 13.5%	81 15.6%	105 14.0%	31 13.0%	39 14.3%	61 19.1%	1,628 15.4%	1,897 14.5%	2,211 19.0%
25.0 to 29.9%	35 8.9%	64 12.3%	107 14.2%	20 7.6%	24 8.6%	43 12.8%	910 8.6%	1,063 8.1%	1,604 13.8%
30.0 to 34.9%	14 3.6%	20 3.8%	82 10.9%	7 3.3%	13 5.0%	29 8.7%	470 4.4%	576 4.4%	951 8.2%
35% or more	37 9.4%	47 9.0%	163 21.7%	16 7.1%	28 10.4%	63 21.1%	852 8.0%	1,187 9.1%	2,163 18.6%
not computed	13 3.3%	0 0.0%	5 0.7%	0 0.5%	2 0.9%	1 0.2%	23 0.2%	88 0.7%	45 0.4%
<b>Total Units Listed</b>	<b>394</b>	<b>520</b>	<b>751</b>	<b>224</b>	<b>293</b>	<b>313</b>	<b>10,590</b>	<b>13,088</b>	<b>11,648</b>

Source: US Census, 1989 1999, and 2010 and ACS data for 2010 from DP04. Units occupied by households reporting no income or a net loss is included in the “not computed” category (U.S. Bureau of Census).

In 2010, nearly one-third of Town of Stockton owner-occupied households paid more than 30% of monthly income on housing costs, an increase of over 19% since 1989. There was also an increase in the percentage of Stockton owner-occupied households paying 25-29% of income, considered to be the edge of “affordability” This pattern is also reflected in the Town Average data. The implications for the Town include the reality that nearly one-third of homeowners are finding it increasingly difficult to cover the cost of monthly housing costs.

With respect to Stockton’s renter-occupied households, none were paying a monthly rent above 30% of household income on housing costs in 2010 (Table 2.7). This percentage reflects a steady decrease since 1989, the opposite of the trend described for owner-occupied housing units. At the same time, the percentage of renters paying 25 to 29.9% of income had increased from 0% in 1989 to nearly 55% in 2010. The percentage of households paying more than 30% of monthly income in 2010, as reported, is completely at odds with the information provided from the two previous Census years, and is considerable lower than both the Town average (20%+) and Portage County overall (45%).

**Table 2.7: Affordability Comparison for Renter-Occupied Housing Units**

Gross rent as % of Household Income	Town of Stockton			Town Average			Portage County		
	1989	1999	2010	1989	1999	2010	1989	1999	2010
less than 20.0%	28 41.8%	17 23.6%	23 35.9%	17 33.9%	20 46.3%	23 35.2%	1776 29.5%	2675 37.9%	2248 27.9%
20.0 to 24.9%	9 13.4%	11 15.3%	0 0.0%	5 10.1%	3 5.3%	6 9.2%	981 16.3%	886 12.5%	1018 12.7%
25.0 to 29.9%	0 0.0%	17 23.6%	35 54.7%	3 7.0%	4 5.8%	6 7.6%	695 11.5%	863 12.2%	729 9.1%
30.0 to 34.9%	0 0.0%	5 6.9%	0 0.0%	3 6.7%	3 5.6%	7 3.6%	447 7.4%	485 6.9%	713 8.9%
35% or more	23 34.3%	15 20.8%	0 0.0%	11 20.5%	7 14.9%	12 16.9%	1860 30.9%	1791 25.4%	2896 36.0%
not computed	7 10.4%	7 9.7%	6 9.4%	6 21.7%	9 22.0%	13 27.4%	260 4.3%	361 5.1%	442 5.5%
<b>Total Units Listed</b>	<b>67</b>	<b>72</b>	<b>64</b>	<b>46</b>	<b>47</b>	<b>67</b>	<b>6,019</b>	<b>7,061</b>	<b>8,046</b>

Source: US Census, 1989, 1999, and 2010 ACS data for 2010 from DP04.

#### A. Housing Programs

Several means are available to the Town of Stockton to maintain and improve housing conditions. The Town uses the uniform dwelling and building codes and standards set by the State. To meet the needs of low and moderate income elderly and handicapped residents needing housing assistance, there are Federal, State, and County housing programs that have available loans and grants to build, repair or obtain adequate housing. Some of these programs are listed below.

- The Wisconsin Housing and Economic Development Authority (WHEDA) - provides a listing of numerous housing programs including low interest loans for first time home buyers, home improvement loans, and tax credit programs for elderly and low-income family housing.
- The Housing Authority of Portage County (HAPC) - offers a housing assistance program through the Housing Choice Voucher Program. Federal funds are available to help low income persons pay rent on privately owned dwelling units. Most housing types can qualify including single-family homes, duplexes, apartments, mobile homes and town houses. All units must meet HUD’s standards.
  - CAP Services - a non-profit corporation, also has several programs available to low and moderate income residents of Portage County including Home Buyer’s Assistance, Housing Rehabilitation and Weatherization programs. Financial assistance under these programs is provided through a deferred loan which is due upon sale of the home or transfer of title.
  - Home Buyer’s Assistance program - provides matching funds to eligible first-time, low and moderate income homebuyers for down payment and closing costs, and encourages home ownership.

- Housing Rehabilitation program - provides funds for necessary repairs to assist low and moderate income homeowners, including but not limited to: roof, door, window, and siding replacement; foundation repair; well and septic systems; electrical, heating systems, and water heater replacement.
- Community Development Block Grant (CDBG) - is a federally funded program administrated by the Wisconsin Department of Administration, Division of Housing and Intergovernmental Relations, to assist local governments with housing programs that primarily benefit low and moderate income residents. CDBG funds can be used for a wide variety of activities including owner-occupied and renter-occupied housing rehabilitation, homebuyer assistance, handicap accessibility modifications, public facility/infrastructure improvements and special housing projects like acquisition, demolition, and relocation projects. While only municipalities can apply for the grant, CAP Services can assist with the application and administer the grant for a 10% administration fee which is paid for with grant money. This allows municipalities like Stockton, which may not have the experience or resources to administer a grant, to improve the housing conditions in their community.

## **Section 2.2 Housing Demand**

### **A. Population Trends**

As discussed in the Issues and Opportunities Chapter of this Plan, the Town of Stockton population has increased by 17% from 1990 to 2010, and could increase by another 28% from 2,917 to 3,724 residents (+807) by 2030.

### **B. Household and Housing Unit Trends**

Most of the communities within Portage County have seen the average number of residents that inhabit each home or apartment decrease over time. This statistic is identified by the U.S. census as *persons per household*, or PPH, and it is calculated by dividing the number of *residents living in occupied housing units* (those not living in group quarters) by the number of *occupied housing units* (those not classified as vacant). In order for the Town to begin to approximate the future needs for housing units, an assumption must be made on how the units will be occupied. As discussed in the Issues and Opportunities Chapter of this Plan, household projections produced by the State of Wisconsin call for 1,393 households in Stockton by the year 2030. The population and household projections currently in place would result in a 2030 PPH of 2.67. If a future average vacancy rate of 4% for the Town is assumed, we can project a need for a total of approximately 1,450 housing units in 2030 (1,393 x 1.04). If the number of housing units existing in 2010 (1,126) is subtracted from the anticipated number of housing units in 2030, we can anticipate that there will be a need for approximately 324 new housing units over the next twenty years. Those units can be contained in either single-unit or multiple unit structures.

Looking at Figure 2.1 single family dwelling permit data, the number of housing units added to the Town of Stockton between 1990 and 2012 averaged about 19 per year; this is the approximate number of permits, per year, that will be required to accommodate the number of anticipated new units over the next 20 years (324). Maps 2.1, 2.2, and 2.3 below illustrate the location of vacant residential lots across Stockton as well as the distribution of new residential construction permits issued from 1992 through 2012, respectively. Map 2.1 was created using the 2012 Portage County real estate computer data base to identify lots less than 5 acres in size and with assessed improvements valued at less than \$5,000; 204 lots were identified using these assumptions.

### C. The Housing Environment

As previously discussed in this Chapter, housing within the Town of Stockton consists primarily of single family dwellings, distributed across a rural landscape. One of the most attractive features for living in Stockton is the chance to live “in the country” while still remaining close to the services provided by an urban area. The natural resources and agricultural activity present in the Town provide a pleasant, comfortable environment. This very combination, however, can also create the possibility for conflicts that can undermine the desirability of residential development.

- **Agriculture.** Stockton has a long-standing agricultural tradition. Highly productive agricultural areas of the Town are in close proximity to residential development, or are likely to be in the path of development from the City of Stevens Point or areas of Stockton in the future. Residential development, when placed in close proximity to farming operations, can create conflicts and frustrations for both parties involved.
- **Natural Resources.** Rural residential development takes place by utilizing on-site well and septic technologies. There are areas across the Town of Stockton where the depth to groundwater is quite shallow (see Map 8.2). In order to protect groundwater resources, special care should be given to minimum lot size requirements allowed for residential construction. Any development of higher density housing (single family on <2 acres or multi-family housing) should only take place on planned infrastructure that supports it.

### **Section 2.3 Housing Issues/Conclusions**

A. In 2001, a County-wide survey of resident’s attitudes was completed by the Portage County Planning and Zoning Department. The Town of Stockton survey results, in their entirety, are included in Appendix B; the following are survey responses related to housing.

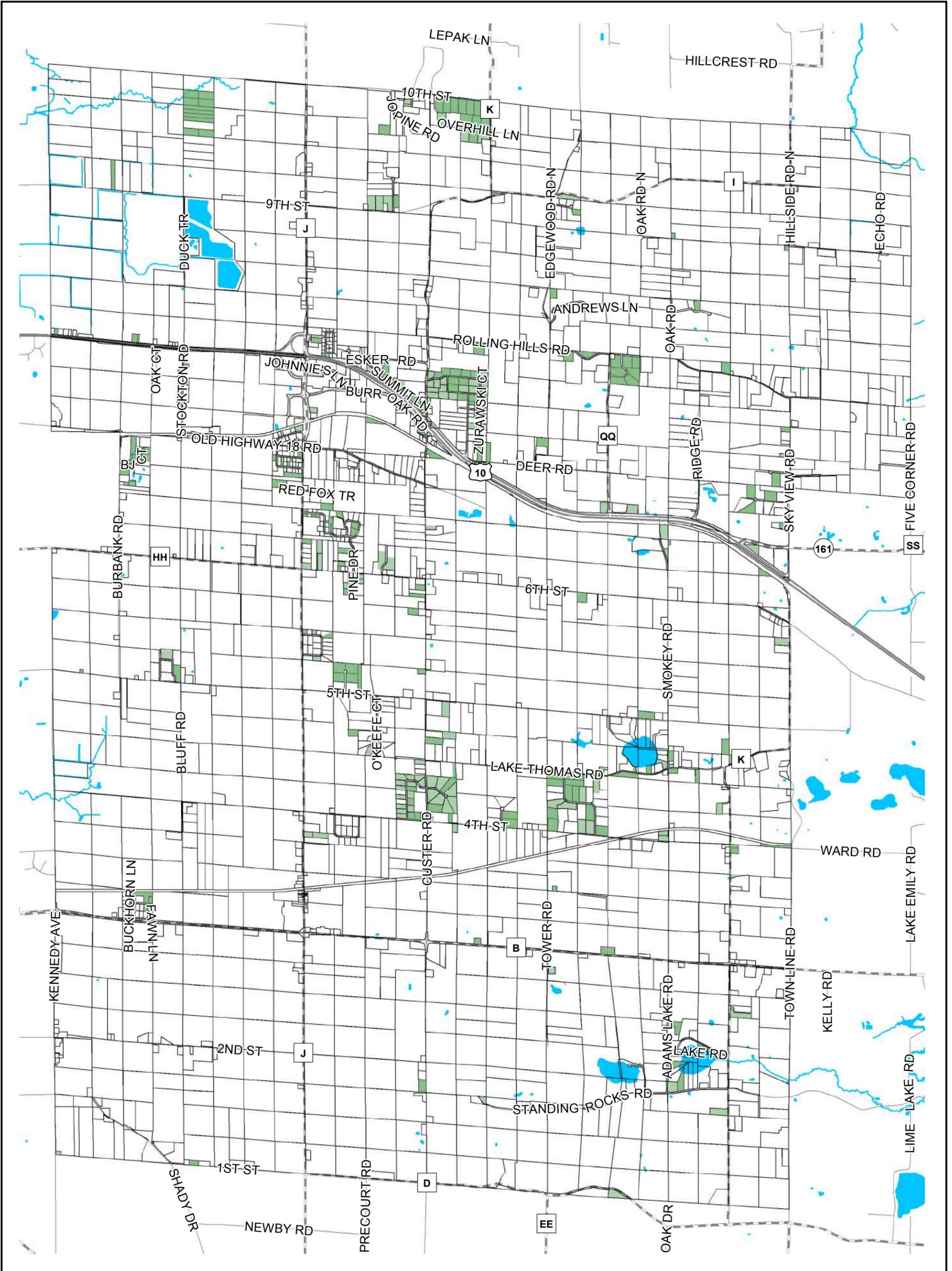
**Survey Question 7:** Other than farm residences, what types of housing would be appropriate in rural areas? Stockton resident’s responses:

	Agree/Strongly Agree	Disagree/Strongly Disagree
Single family (2+ acre)	76%	14%
Single family (<2 acre)	39%	46%
Duplexes	17%	60%
Multi-family apartments	6%	78%
Mobile home parks	7%	72%
No new non-farm housing	19%	53%

**Survey Question 9:** The overall quality of housing in my township is good. 79% of Stockton respondents agreed or strongly agreed; 4% disagreed.

The following housing issues and concerns came from open Town committee meetings:

1. Accommodate the infrastructure and roads that will be needed for new housing development.
2. How is the Town going to promote cluster placement/lot density of homes?
3. Maintain groundwater quality.
4. Communicate with the City of Stevens Point regarding residential development in the extraterritorial area, and the implications of annexation.
5. Identify and manage growth of residential areas.
6. The Town of Stockton and adjacent municipalities should work together to foster cooperation regarding housing issues.



### Map 2.1 Vacant Residential Lots (2012)

For the purposes of this map vacant land is defined as having an assessed improvement value of less than \$5000. Residential lots are 5.5 acres or less.

- Tax Parcels
  - Vacant Residential Lots
- There are 204 vacant lots identified by the stated criteria.

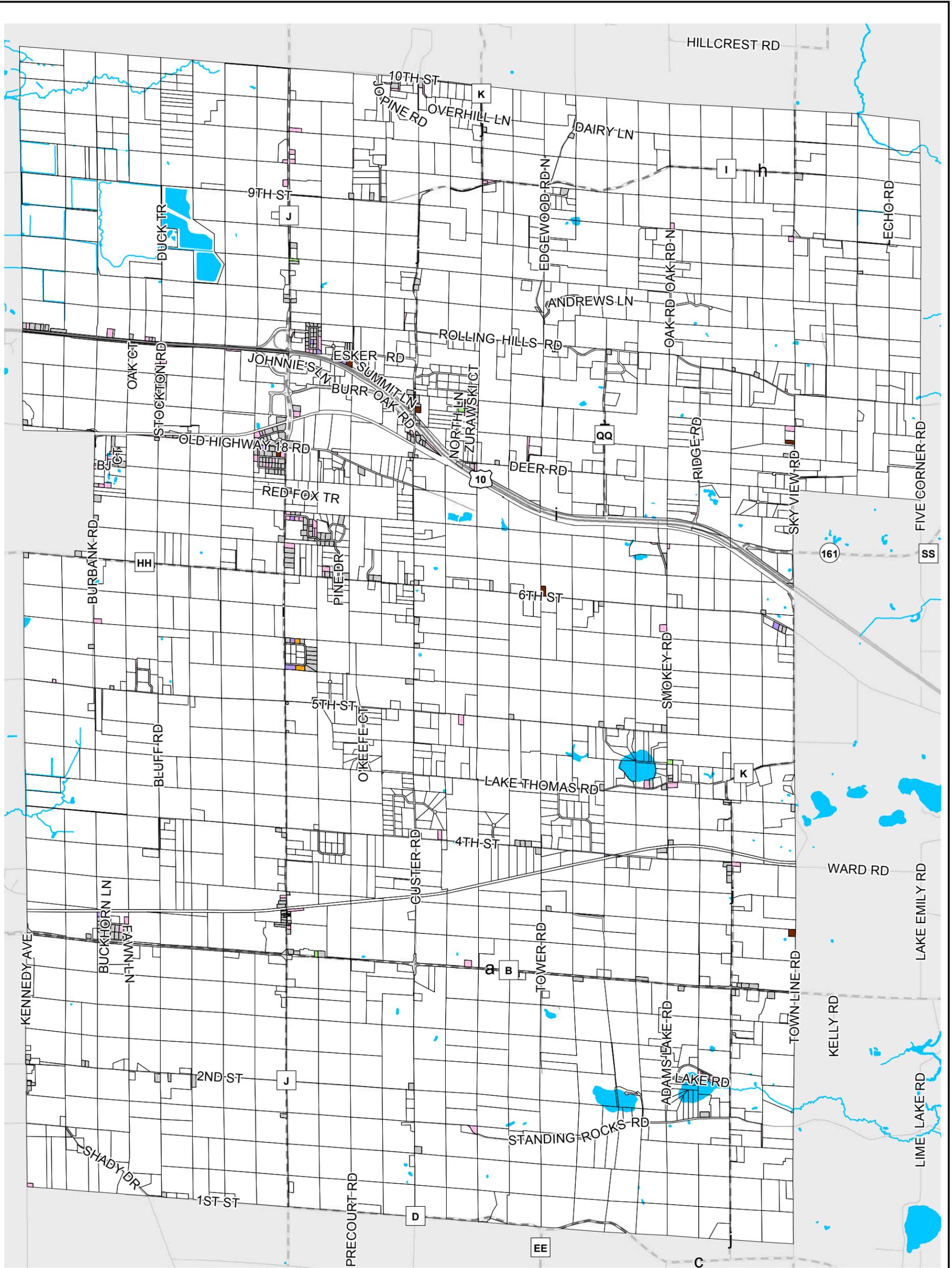
  
 Source: Portage County Planning & Zoning (2012)
   
 Map Printed: April 4, 2016

### Town of Stockton Comprehensive Plan



Portage County  
Planning & Zoning  
1462 Strong's Ave.  
Stevens Point, WI 54481





**Map 2.2**  
**Residential**  
**Construction Permits**  
**on 2 acre lots**  
**(1994-2012)**

- Tax Parcels
- 2 acre residential permits**
- 1994 - 1998 (12 permits)
- 1999 - 2002 (4 permits)
- 2003 - 2007 (8 permits)
- 2008 - 2012 (2 permits)
- 2 acre lots by value**
- Vacant (134 parcels)
- Developed before 1994 or non-residential (305 parcels)



0 0.25 0.5 1 Miles

Source: Portage County Planning & Zoning (2013)

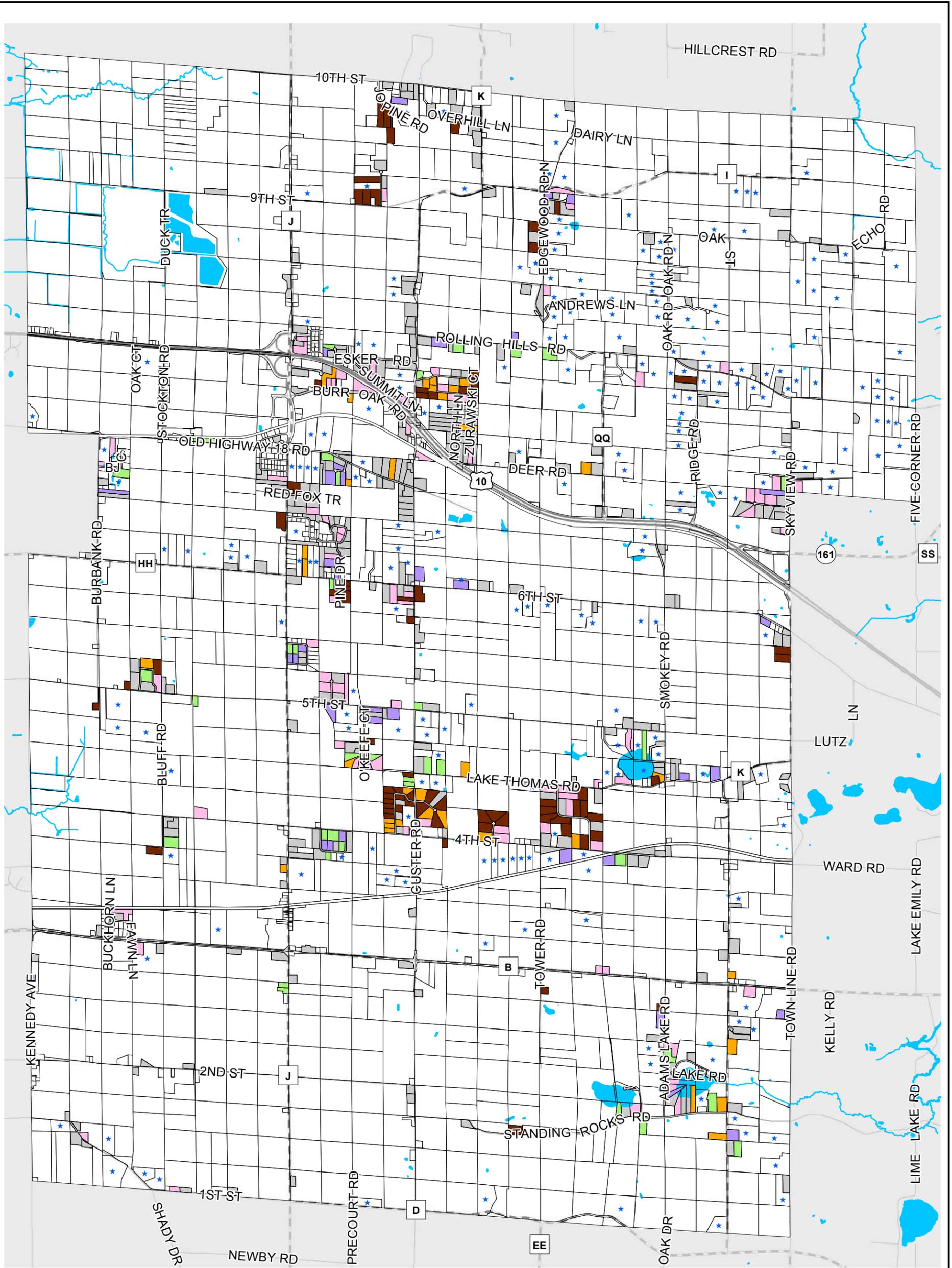
Map Printed: April 4, 2016

**Town of Stockton**  
**Comprehensive Plan**



Portage County  
 Planning & Zoning  
 1462 Strong's Ave.  
 Stevens Point, WI 54481





**Map 2.3**  
**Residential**  
**Construction Permits**  
**on 5 acre lots**  
**(1994-2012)**

	Tax Parcels
<b>5 acre residential permits</b>	
	1994 - 1998 (36 permits)
	1999 - 2002 (36 permits)
	2003 - 2007 (72 permits)
	2008 - 2012 (34 permits)
<b>5 acre lots by value</b>	
	Vacant (81 parcels)
	Developed before 1994 (285 parcels)
	Large Lot Residential Development (225 parcels)

Source: Portage County Planning & Zoning (2013)  
 Town Board Adopted:  
 Map Drafted: 3/26/2013  
 5 acre lots for this map are really from 2 - 7 acres  
 in area. Large lots are 7 - 35 acres.

**Town of Stockton**  
**Comprehensive Plan**

Portage County  
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## **Section 2.4 Housing Goals, Objectives, and Policies**

### **A. Goal**

Allow for adequate, affordable housing for all Stockton residents, while maintaining a pleasant living environment that includes safe and quiet neighborhoods, environmental quality, protection of property values, and avoidance of conflicting land uses.

### **B. Objectives**

1. Support neighborhood design that enhances community character. Encourage use of open space, lot density design, and lot averaging; avoid farm/residential conflicts to the greatest extent possible.
2. Consider zoning of adjacent Towns, Villages and City of Stevens Point when requests come in.
3. Higher density development takes place on planned infrastructures that supports it.

### **C. Policies**

1. Housing density takes into consideration minimizing groundwater degradation and preserving rural character.
2. Encourage the clustering of homes through the Open Space Design Option of the Portage County Subdivision Ordinance.
4. The Town should incorporate a density-based or lot averaging development option into the land use and implementation sections of the Town of Stockton Comprehensive Plan.
5. The Town of Stockton and adjacent municipalities should work together to foster cooperation regarding housing issues.
6. Support an education program for municipal boards and general public regarding conflicts between farm/non-farm uses.



## **CHAPTER 3 - TRANSPORTATION**

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

**Transportation element.** A compilation of objectives, policies, goals, maps and programs to guide the future development of the various modes of transportation, including highways, transit, transportation systems for persons with disabilities, bicycles, electric personal assistive mobility devices, walking, railroads, air transportation, trucking and water transportation. The element shall compare the local governmental unit's objectives, policies, goals and programs to state and regional transportation plans. The element shall also identify highways within the local governmental unit by function and incorporate state, regional and other applicable transportation plans, including transportation corridor plans, county highway functional and jurisdictional studies, urban area and rural area transportation plans, airport master plans and rail plans that apply in the local governmental unit.

### **Section 3.1 Introduction**

Movement of people, goods, and services within and through the Town is an integral part of everyday life for the citizens of Stockton. Decisions made regarding transportation can have a direct impact on the community's growth and quality of life. These decisions should be made to include choices that will most efficiently serve the community as a whole, maximize investment in transportation infrastructure, as well as minimize conflicts between modes of transportation and jurisdictions.

This chapter will assess the current inventory of transportation options, list goals, objectives, and policies that will guide future development of various modes of transportation in the Town of Stockton, and compare local transportation goals to existing county, regional, and state transportation plans.

### **Section 3.2 Transportation Facility Inventory**

#### **A. Functional Classification (Roads and Highways)**

Current road classifications for the County transportation networks are officially designated by the Wisconsin Department of Transportation and approved by the Portage County Highway Commissioner. The existing functional class system (Map 3.1) categorizes streets and highways according to their two primary purposes: 1) to move vehicles (traffic mobility), and 2) to serve adjacent land (land access). "Arterials" accommodate the movement of vehicles, while "local streets" provide a land access function (neighborhood streets that lead to homes, etc.). Collectors serve both local and through traffic by providing a connection between arterials and local roads.

As of 2012, the local system within the Town of Stockton consists of a total of 130.23 miles of public roadway. U.S. Highway 10 accounts for 6.68 miles of the network; State Highway 161 accounts for 0.43 miles of the network; County Roads HH, J, B, D, I, K, and QQ account for 32.0 miles, while the remaining 91.12 miles are local roads.

Classifying and protecting roads according to their function is a primary element of transportation planning. The term "functional classification" is used to refer to the process by which highways are grouped into classes, according to the character of service they are intended to provide. The level of service a roadway provides can range from a high degree of traffic mobility to a more basic land access function, or a combination of both.

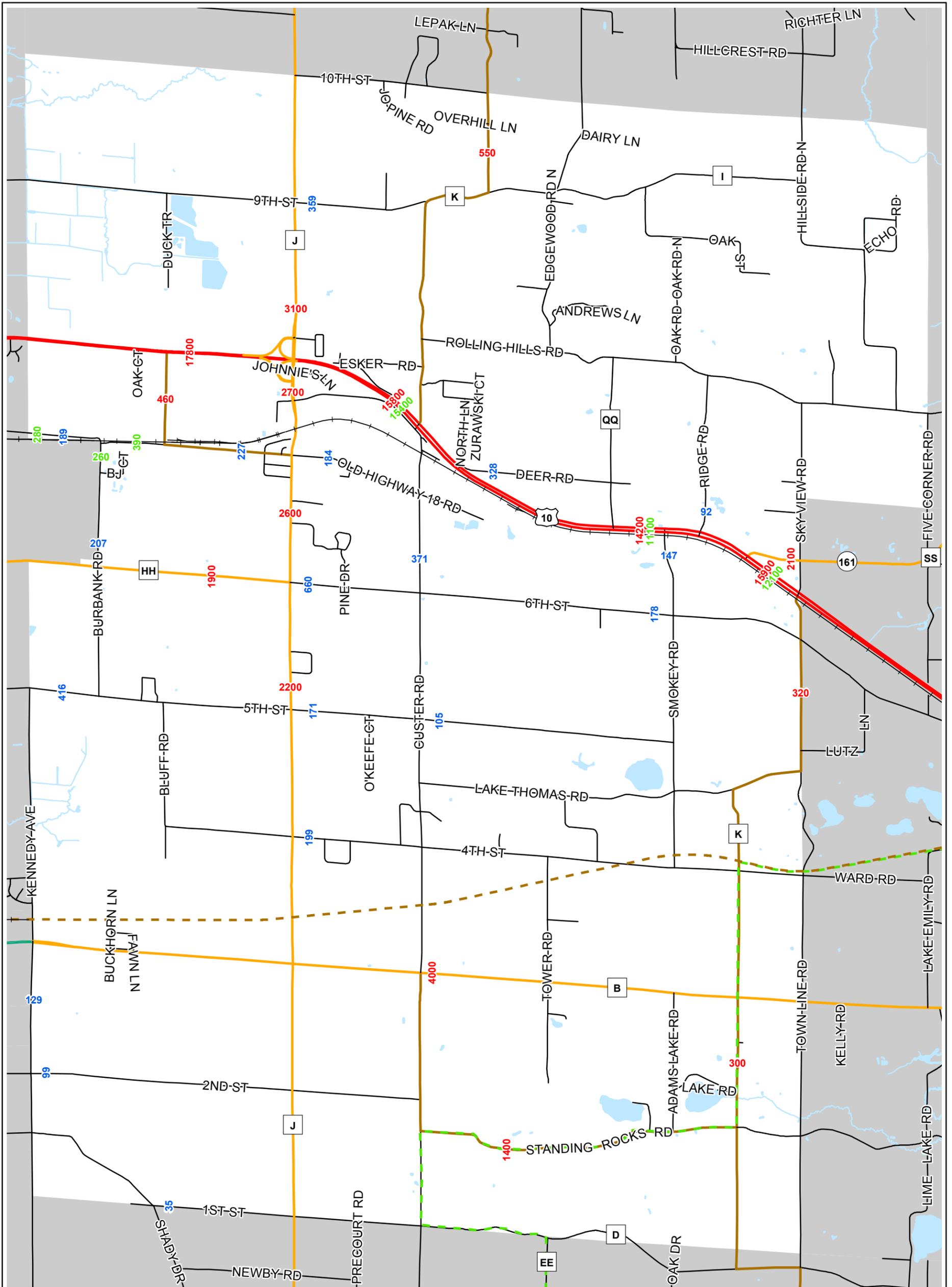
All roads and highways within Portage County Towns have assigned functional classifications. Criteria used in determining functional classification included traffic volumes, land use, population, connections, spacing, and geographical limitations such as river crossings or restrictive topography. Rural roads and highways in the Town of Stockton are classified as follows (see Map 3.1 Functional Classification of Roads):

1. **Principal Arterials** - primarily stress travel mobility or traffic movement and are representative of interstate or intrastate travel. Traffic mobility and servicing major economic centers are major functions of these roads. USH 10 is the only principal arterial in the Town of Stockton. The Wisconsin Department of Transportation (WisDOT) regulates public and private road and driveway access onto this facility. According to WisDOT, the average daily traffic volume (ADT) reported in 2011 for USH 10, east of Cty Rd J, was 14,200, vehicles per day in 2002 this section of roadway had 6,000 vehicles westbound, and 5,800 vehicles eastbound (11,800 total 20% increase). USH 10 east of 161 ADT was 15,900 vehicles per day. USH 10 east of Cty Rd J had reported ADT levels of 17,800 vehicles per day up from 10,000 vehicles per day in 2002 (78% increase).

2. **Minor Arterials** - There are no roads classified as minor arterial in the Town of Stockton at this time (2011). Examples of minor arterials from elsewhere in the County include State Trunk Highway 54 and Cty Rd P. Road and driveway access onto minor arterials is regulated by WisDOT and Portage County.

3. **Major Collectors** - Major collectors in the Town of Stockton include the following-County Roads: B, J, HH, and 161. The location and separation of access points along these highways is regulated by Portage County. The minimum separation allowed between access points is 300 feet. The ADT in 2011 for Cty Rd J, between USH 10 and Cty Rd HH was 2,700 vehicles per day (42% increase from 2002); and 2,200 vehicles per day south of HH (only a 4% increase). This difference in traffic volumes more than like is an effect of the developments that occurred in the Portage County Business Park and the Village of Plovers Crossroad Commons. Cty Rd B had ADT levels of 4,000 vehicles per day a decrease of 500 vehicles a day from 2002. These traffic counts were taken prior to the work completed on Cty Rd B. Cty Rd HH, west of Cty Rd J had 1,900 vehicles per day, a decrease of 100 vehicles or 5%, as compared to 2,000 vehicles per day in 2002. The assumption would be that with Cty Rd J north of Cty Rd HH increasing by 42%, this section of roadway would also see a similar increase, but that does not seem to be the case. State Hwy 161 had 2,100 vehicles per day as compared to the 1,400 vehicles per day in 2002 when it was Cty Rd SS.

4. **Minor Collectors** - link local roads with higher order roads/highways. Minor collectors-in the Town of Stockton include Cty Rd K, Stockton Road, Custer Road (south of Cty Rd B and north of Standing Rocks Road), Standing Rocks Road and portions of Old Highway 18 (from the west Town line to Cty Rd J). Portage County regulates the location of new access points along minor collectors, and requires a minimum separation of 300 feet between access points. Cty Rd had a 2011 ADT of 550 vehicles per day compared to 2002 ADT of 320 vehicles per day north of 9<sup>th</sup> Street, 320 in 2011 as well as 320 vehicles per day south of USH 10 and north of Lake Thomas Road in 2002, and 300 vehicles per day in 2011 and 300 vehicles per day south of Cty Rd B in 2002. The Town of Stockton has seen a shift in the location of Minor Collectors classified roads, away from the County Roads in the northern portion of the Town to the roads in the southern portion that lead to and from Standing Rocks Park. Thus showing a change in traffic patterns and use.



**Map 3.1**  
**Transportation**  
**Network by**  
**Functional Class**

- Rural Principal Arterial
  - Rural Minor Arterial
  - Rural Major Collector
  - Rural Minor Collector
  - Rural Local
  - Tomorrow River Trail
  - Ice Age Bike Trail
  - Railroad
- Average Daily Traffic Volume**
- 2011 Department of Transportation
  - 2009 Department of Transportation
  - 2002 Town of Stockton

0 0.25 0.5 1 Miles

Source: Wisconsin Dept. of Transportation (2012)  
 Portage County Planning & Zoning (2016)  
 Town of Stockton Road Count

Map Printed: April 4, 2016

**Town of Stockton**  
**Comprehensive Plan**

Portage County  
 Planning & Zoning  
 1462 Strongs Ave.  
 Stevens Point, WI 54481



5. **Local Roads** - All roads not designated as arterials or collectors are considered local roads. Portage County does not regulate the separation of access points along local roads. Burbank Road (north of Cty Rd HH and south of Old Hwy 18) had ADT number from 2009 of 260 vehicles per day, and Old highway 18 (west of Stockton Road) saw ADT numbers of 390 vehicles per day and 280 vehicles per day, farther to the west. The Town of Stockton had previously provided additional ADT numbers on Town Roads, in addition to the WisDOT counts.

## B. Pedestrian & Bicycle Facilities

1. The Ice Age Trail is an all-season recreational trail running throughout the entire state of Wisconsin. It is intended to accommodate hikers, cross-country skiers, backpackers, and all other people who enjoy the outdoors. When completed, it will total approximately 1,000 miles in length. The trail, some of which passes through private lands, is for non-motorized traffic only.

The designated 7 miles of the Ice Age Trail bike route, separate from the Ice Age Trail hiking route, starts in the southern portion of the Town and follows Custer Road north, east on Standing Rocks Road, north on Cty Rd K and meets up with the Tomorrow River State Trail and follows it to the east. (Map 3.1).

2. The Tomorrow River State Trail runs through the Town of Stockton along an abandoned railroad grade (Map 3.1). The Portage County segment of the Trail currently extends for 14 miles starting in the Village of Plover and ending at the Waupaca County Line. The trail is surfaced with crushed limestone and is open to bicyclists, hikers and joggers during the summer. There is a horse trail included along a portion of the Tomorrow River State Trail. It is a separate 9-mile trail, alongside the limestone main trail, from the Village of Plover to the Village of Amherst Junction.

3. Other possibilities for enhancing biking facilities include encouraging bicycle-related improvements over time to:

- Burr Oak Road and its extension to Jefferson Street into Stevens Point
- Rolling Hills Road and its extension into Stevens Point
- Cty Rd I/Cty Rd Q/9<sup>th</sup> Street to Rainbow Drive in the Town of Hull
- Old Hwy 18 to Brilowski Road to the Portage County Business Park and an access point under I-39, ultimately connecting to Patch Street in Stevens Point (since the original draft of the 2006 Stockton Comp Plan, the I-39 Underpass was constructed.)
- See section 3.3 of this chapter for additional facility recommendations in the Town of Stockton, as outlined in the Portage County Countywide Bicycle and Pedestrian Plan.

## C. Transit and Transportation Options for the Elderly and Disabled

The Portage County Department on Aging provides transportation services for transit-dependent adults and people with disabilities within the Stockton area through a busing and volunteer escort service. Bus rides are provided to meal sites, grocery shopping, senior center services, essential personal business, and adult day care. Buses will bring residents into Stevens Point to the Lincoln Senior Center or other destinations on Tuesdays and Thursdays. Volunteer drivers may also be requested for those persons going to medical appointments or those otherwise not able to use the busing service. Persons requiring such services must call to make a reservation and are

picked up and dropped off at their home. There is no set fee for this service, however, passengers are asked to make a donation.

#### D. Rail

Canadian National Railroad operates 6.5 miles of main line track that cross through the Town of Stockton. There are three (3) public at-grade crossings, in addition to three (3) bridges/trestles located at Stockton Road, Custer and Smokey Road. The Town has three spur accesses located at Stockton (siding track ½ mile), with adjacent land identified as industrial; Custer, and by the gravel pits.

#### E. Air Transportation Facilities

The Central Wisconsin Airport, located approximately 20 miles northwest of the Town of Stockton in Mosinee, is a full service, all weather airport, offering around-the-clock service. Four airlines offer regular commuter and passenger service with connections anywhere in the world. Air cargo service is also available. These airlines offer overnight delivery and connections throughout the world.

The Stevens Point Municipal Airport, located on STH 66 in Stevens Point, is owned and operated by the City of Stevens Point. The Airport is classified as a Transport Corporate Airport in the *Wisconsin State Airport System Plan 2020 (SASP)*. Stevens Point Municipal Airport has two paved runways. The primary runway is 6,028 feet long by 120 feet wide; the secondary runway is 3,642 feet long and 75 feet wide.

In 2003 the airport recorded 36,750 aircraft operations and was home for 45 based aircraft; including 4 jets, 40 single-engine, and 1 multi-engine propeller airplanes. UPS operated flights on a daily basis that provide cargo services to the local and regional community. St. Michael's Hospital uses the airport on average of once a week to transport administration to and from Milwaukee. Along with these uses, the Municipal Airport is utilized by many businesses in the area.

#### F. Trucking

The Town of Stockton has semi traffic on a majority of its roads. This traffic is due to the presence of large agricultural operations, commercial trucking operations, heavy gravel truck traffic from several nonmetallic extraction operations, and occasional logging trucks. There are no designated truck routes within the Town of Stockton; however, the Portage County Highway Department posts weight limits on some, not all, county roads in spring to mitigate potential damage from the thawing frost layer in the soil. The Town of Stockton and Plan Commission have stated that they would like to have designated truck routes along USH 10, and Cty Rd's B, HH, QQ and J.

The Town of Stockton realizes the importance of trucking to agriculture and local businesses. This includes heavy truck traffic and large farm equipment needed for those operations. The Town also realizes the importance of maintaining corridors for trucking access to the areas of industrial land located west of Cty Rd J and North of Old Hwy 18. Also note the Wis. Act 377 (2013 Senate Bill 509) enacted April 24, 2014. Related to the operation of agricultural vehicles on highways and providing a penalty.

**Table 3.1: IoH/Ag CMV Maximum Weight Limits**

A - Distance in feet between foremost and rearmost axles of a group*	B - 2 axles of a vehicle or combination of vehicles	C - 3 axles of a vehicle or combination of vehicles	D - 4 axles of a vehicle or combination of vehicles	E - 5 axles of a vehicle or combination of vehicles	F - 6 axles of a vehicle or combination of vehicles	G - 7 Axles of a vehicle or combination of vehicles	H - 8 Axles of a vehicle or combination of vehicles
4	39,500						
5	40,500						
6	41,500						
7	43,000	47,500					
8	44,000	48,500					
9	45,000	49,500					
10	46,000	50,500	56,000				
11		51,000	57,000				
12		52,000	57,500				
13		53,000	58,500				
14		53,500	59,500	65,500			
15		54,500	60,000	66,000			
16		55,500	61,000	67,000			
17		56,500	61,500	67,500	74,000		
18		57,000	62,500	68,500	75,000		
19		58,000	63,000	69,000	75,500		
20		59,000	64,000	70,000	76,000		
21		60,000	64,500	70,500	77,000	83,500	
22		60,500	65,500	71,500	77,500	84,000	
23		61,500	66,000	72,000	78,000	84,500	
24		62,500	67,000	72,500	79,000	85,500	92,000
25		63,000	67,500	73,500	79,500	86,000	
26		64,000	68,500	74,000	80,500	86,500	
27		65,000	69,000	75,000	81,000	87,500	
28		66,000	70,000	75,500	81,500	88,000	
29		66,700	71,000	76,500	82,500	88,500	
30		67,275	71,500	77,000	83,000	89,500	
31		68,425	72,500	77,500	83,500	90,000	
32		69,000	73,000	78,500	84,500	90,500	
33			74,000	79,000	85,000	91,500	
34			74,500	80,000	86,000	92,000	
35			75,500	80,500	86,500		
36			76,000	81,500	87,000		
37			77,000	82,000	88,000		
38			77,500	83,000	88,500		
39			78,000	83,500	89,500		
40			79,000	84,000	90,000		

41			80,000	85,000	90,500		
42			80,500	85,500	91,500		
43			81,500	86,500	92,000		
44			82,500	87,000	86,825		
45			83,000	88,000	87,400		
46			84,000	88,500	88,550		
47			84,500	89,000	89,125		
48			85,500	90,000	89,700		
49			86,000	90,500	90,275		
50			87,000	91,500	91,425		
51			87,500	92,000	92,000		

Source: State Statue §348.15(3)(g). \*Measuring: The distances between the foremost and rearmost of a group of axles shall be measured between axle centers to the nearest even foot, and when a fraction is exactly one-half foot, the nearest larger whole number shall be used (Ex: 50 feet 5 inches = 50 feet; 50 feet 6 inches = 51 feet). Axles must be at least 42 inches apart to qualify as a separate axle and must bear at least 8 percent of the GVW.

**G. Water Transportation**

There are public boat landings on Lake Thomas, Bear Lake and Adams Lake within the Town of Stockton. The Wisconsin River is located less than five miles west of Stockton.

**Section 3.3 Inventory and Analysis of Transportation Plans / Programs**

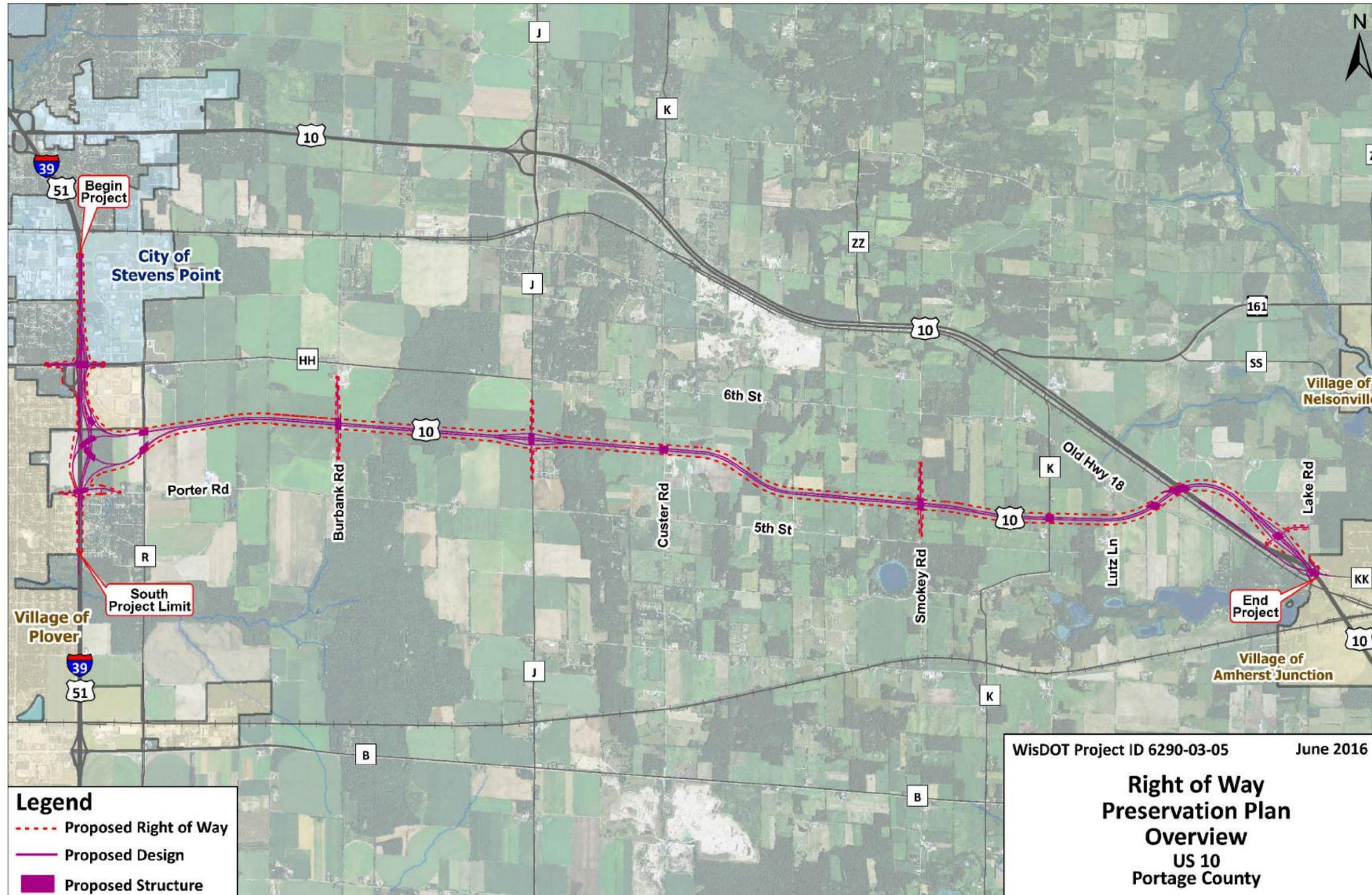
**A. USH 10 – Upgrade and Relocation**

The WisDOT’s Corridor 2020 Plan identified USH 10 as a “backbone route” from USH 41, near Appleton, west to I-39 and a “multi-lane connector” from I-39 west to Marshfield.

The proposed Stevens Point bypass for USH 10, originally planned to be finished within this 20-year planning period, had been put on hold due to lack of available funding at the State DOT level. Any upgrades to USH 10 on the current corridor will need to compete for funding with other projects throughout the state.

Explanation of arterials, collectors, and local roads define what entity has responsibility for administration oversight regarding decision making authority for those road categories. U.S. Highway 10 exists for interstate and intrastate transportation needs, not for Town primary benefit. From a Town perspective, there may be significant negatives to rural quality of life in the event that USH 10 is upgraded on the current corridor. There are also potential negatives to Town tax base and family/business disruption depending on the nature of the upgrades. Any upgrades on the current corridor must take into account emergency response times and timely access for emergency vehicles and personnel. The Town of Stockton requests that WisDOT planners dialog with the Town Board on ways to minimize negatives and create positives to the extent possible – understanding that WisDOT is the decision maker regarding U.S. Highway 10 issues and controversies.

# Map 3.2 US Highway 10 Preferred Route



**Legend**

- - - Proposed Right of Way
- Proposed Design
- Proposed Structure

WisDOT Project ID 6290-03-05      June 2016

**Right of Way  
Preservation Plan  
Overview  
US 10  
Portage County**

Source: Portage County Planning & Zoning (2016)  
Wisconsin Dept. of Transportation (2016)

## Town of Stockton Comprehensive Plan



Portage County  
Planning & Zoning  
1462 Strongs Ave.  
Stevens Point, WI 54481



## B. Local Improvements

The Town of Stockton currently participates in the LRIP (Local Road Improvement Program). The Portage County Highway Department administers the dispersal of these funds for local road projects. The Town of Stockton also utilizes the WISLR road condition rating system to assess the physical conditions of local roads. The WISLR software can help prioritize road maintenance, calculate project costs, evaluate consequences of alternative budgets, and project selection strategies. The Town has a 3-year road maintenance plan/upkeep schedule, updated every year to help determine upcoming projects. Each year the amount of funds determines the number and type of upgrades for that year.

## C. Possible Upgrade of Cty Rd J to Four-lane Status

The Town of Stockton Plan Commission recommends that Cty Rd J between State Hwy 66 to the north and State Hwy 54 to the south be preserved as a four-lane corridor. The reason being is that Cty Rd J is the main arterial north and south parallel to I-39, and Cty Rd J currently handles heavy truck traffic, which is likely to increase in the future. The Town would also like Cty Rd J to be designated as a truck route which would eliminate the posting of weight restrictions in the spring.

## D. Official Street Map

Chapter 63 of the Wisconsin Statutes gives cities, villages and towns (with village powers) the authority to establish an official map showing the location of future streets and highways as well as parks and playgrounds. The official map must be adopted in accordance with State Statutes, including the filing of a certificate with the County Register of Deeds. The official map allows a community to plan and design a logical and efficient road network and to protect lands needed for future road expansion or connections. The Plan Commission is working to create an official street map for areas of the Town anticipated to experience the fastest and heaviest growth. Map 3.3 below reflects the outcome of conversations held between the Town of Stockton and City of Stevens Point regarding location of future roadways.

## G. Wisconsin State Airport System Plan 2020

The plan determines the number, location and type of aviation facilities required to adequately serve the state's aviation needs through 2020. The plan also forecasts the level of public investment required to: upgrade substandard features such as widening of existing runways, replace existing systems to meet federal and state standards, and enhance the airport system through runway extension and new construction. The classifications for Central Wisconsin Airport (Air Carrier/Air Cargo) and Stevens Point Municipal Airport (Transport/Corporate) are not projected to change through 2020.

## H. Wisconsin State Rail Plan (SRP) 2020

The final SRP 2020 will be used to communicate the condition of Wisconsin's rail system, the rationale for proposing certain improvements, and the financial needs and system-wide implications of proposed funding levels.

The State Rail Plan will include six major components:

1. Intercity passenger rail
2. Highway-rail crossings
3. Economic benefits
4. Freight rail
5. Funding
6. Environmental evaluation

Work to be done under the passenger rail component will be coordinated with the efforts of the Midwest Regional Rail Initiative, the Wisconsin-Minnesota High Speed Rail Corridor Study, and the Milwaukee-Madison Corridor Study. In addition, the findings of the Governor's Blue Ribbon Task Force on Passenger Rail Service will be incorporated in the State Rail Plan.

The freight rail component of the plan will have a policy focus, reflecting the recognition that the majority of Wisconsin's railroad system is owned and maintained by the private sector. The highway-rail crossing element will refine and/or build upon the statewide assessment of highway-rail crossing needs initially developed by the State Highway Plan. The State Rail Plan was scheduled for completion in 2003. (Wisconsin DOT)

## I. State, Regional and Local Bicycle and Trail Plans

### 1. Wisconsin Bicycle Transportation Plan 2020

Overall plan goals are: to increase the level of bicycling in Wisconsin and to reduce the number of crashes involving bicycle and motor vehicles.

### 2. Portage County Countywide Bicycle and Pedestrian Plan

In 2014, Portage County adopted the Countywide Bicycle and Pedestrian Plan. The Plan identifies bicycle and pedestrian facility recommendations for the Towns, Villages, and City of Stevens Point. The intended result is a single, unified network of safe and useful bicycle and pedestrian facilities that serves the transportation and recreational needs of all County residents and visitors. While not required, the Countywide Bicycle and Pedestrian Plan recommendations may be used to direct Village resources in planning for future bicycle and pedestrian projects within the Village.

A series of rural area bikeways are identified and recommended for implementation within the Plan. A bikeway is any facility that is open for the use of bicyclists. In rural areas, this includes facilities in any of the outlying Villages as well as in unincorporated Towns. The rural area bikeway network is designed to connect the Villages, provide connections into and out of the urban area (including the City of Stevens Point, the Villages of Plover, Whiting, and Park Ridge, and portions of adjacent towns), connect to County Parks and other recreational areas, and provide connections into neighboring counties.

The network in the rural area is primarily comprised of the following facility types:

- **Paved Shoulders:** Paved shoulders ranging in width from three feet to five feet, or wider, provide space for bicyclists on rural roads. The width of the paved shoulder should be based on traffic volumes, site lines, and anticipated bicycle use.
- **Bike Routes/Shared Roadways:** Lower volume roadways where potential motor vehicle conflicts are at a minimum, especially where motorists are passing in opposing directions with a bicyclist in the same section of the roadway. Generally, where motor vehicle counts are less than 750, conflicts are significantly reduced, although there are other factors that need to be considered.
- **Paths (or trails):** Separated from streets and roads. They are often built in rural areas where railroads are abandoned or rail-banked, along rivers, in parks, and occasionally along roadways.

Table 3.2 shows the bikeway recommendations for the Town of Stockton, which largely suggests designating bike routes along many roadways within the community. Bike routes are further classified as being signed or mapped. Signed bike routes provide distance and directional information as a wayfinding aid for bicyclists. Signed routes may be established on streets, paths, or any combination of facility types that offer a continuous bicycling environment. A mapped bike route is only designated as a bike route on maps – there are no signs placed along the route to designate the route. Mapped bike routes indicate to users the roads that are better for bicycling on and for connecting to specific destinations.

**Table 3.2: Town of Stockton Recommended Bikeways**

Street	Bike Facility	From	To	Miles
1st St	Bike Route	Shady Dr	County Road J	1.11
5th St	Bike Route	Kennedy Ave	Custer Rd	3.09
6th St	Bike Route	Custer Rd	County Road K	3.05
9th St	Bike Route	Town of Hull	County Road K	3.18
County Road D	Bike Route	County Road J	Oak Dr	3.12
County Road K	Bike Route	10th St	U.S. Highway 10	3.12
Custer Rd	Bike Route	U.S. Highway 10	County Road D	6.32
Old Highway 18 Rd	Bike Route	Town of Hull	Custer Rd	3.17
Rolling Hills Rd	Bike Route	Custer Rd	Five Corners Rd	4.10
Shady Dr	Bike Route	Kennedy Ave	1st St	1.17
Standing Rocks Rd	Bike Route	Custer Rd	Town Line Rd	3.08
County Road HH	Paved Shoulder	Burbank Rd	Custer Rd	2.57

Source: Portage County Countywide Bicycle and Pedestrian Plan, 2014

For a complete list of bicycle and pedestrian facility recommendations for the Town, please refer to the Portage County Countywide Bicycle and Pedestrian Plan. The official Plan is available at the Portage County Planning and Zoning Department Office, located at 1462 Strongs Avenue, Stevens Point, and is also available on the Department’s website.

**Section 3.4 Transportation Issues/Conclusions**

A. In 2001 a County-wide survey of resident’s attitudes was completed by the Portage County Planning and Zoning Department. The Town of Stockton survey results, in their entirety, are included in Appendix B; the following are survey responses related to transportation.

**Survey Question 26:** Local roads in Stockton are in good condition. 60% of Stockton respondents agreed or strongly agreed; 27% disagreed or strongly disagreed.

**Survey Questions 28/29:** Local units of government in Portage County need to provide..... Stockton resident’s responses:

	Agree/Strongly Agree	Disagree/Strongly Disagree
More bicycle routes	39%	29%
More pedestrian routes	37%	28%
Connections to regional trail systems	48%	26%

B. The Town Plan Commission supports a four (4) lane over-pass over the railroad at Cty Rd J. This section of roadway was improved to a two-lane roadway (with the option to be 4 lanes in the future).

C. The Town supports involvement in the County Highway Department’s plans for County Roads within the Town of Stockton.

- D. Public transportation service to the Town is considered adequate; if more is needed a private entity will provide it.

### **Section 3.5 Transportation Goals, Objectives, and Policies**

#### **A. Goals**

1. Support continuing efforts for an efficient road system.
2. Promote a transportation network within Stockton that allows for efficient and effective access and circulation for multiple modes of transportation.

#### **B. Objectives**

1. Accommodate the infrastructure and roads that will be needed for new housing development.
2. Maintain proactive involvement on issues concerning the relocation of USH 10 with WisDOT.

#### **C. Policies**

1. Continue proactive communications with WisDOT and State Officials on upgrades to U.S. HWY 10 and updates on the U.S. HWY 10 By Pass project.
2. Create an official street map of the Town in areas experiencing the most growth.
3. Cul-de-sacs should be minimized and connectivity with existing and proposed roads should be maximized.
4. Work with surrounding municipalities and County to resolve any issues regarding shared roads along Town borders.
5. Designate Cty Rd HH, from I-39 to Cty Rd J; Cty Rd J, from State Hwy 66 to State Hwy 54; and Cty Rd B, from Plover to Amherst, for upgrade to 4-lane status, along with preserving the corridors for such upgrades.
6. Designate USH 10 and Cty Rds B, J, HH, and QQ as main truck routes for the Town. Work with Portage County regarding short road access to accommodate Ag businesses.

## **CHAPTER 4 - UTILITIES AND COMMUNITY FACILITIES**

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

**Utilities and Community Facilities element.** A compilation of objectives, policies, goals, maps and programs to guide the future development of utilities and community facilities in the local governmental unit such as sanitary sewer service, storm water management, water supply, solid waste disposal, on-site wastewater treatment technologies, recycling facilities, parks, telecommunications facilities, power-generating plants and transmission lines, cemeteries, health care facilities, child care facilities and other public facilities, such as police, fire and rescue facilities, libraries, schools and other governmental facilities. The element shall describe the location, use and capacity of existing public utilities and community facilities that serve the local governmental unit, shall include an approximate timetable that forecasts the need in the local governmental unit to expand or rehabilitate existing utilities and facilities or to create new utilities and facilities and shall assess future needs for government services in the local governmental unit that are related to such utilities and facilities.

### **Section 4.1 Introduction**

Only limited community facilities and services are available within the Town. Other public facilities and services are available in the Stevens Point/Plover, and Village of Amherst urban area. This chapter will describe the existing utility and community facilities serving Stockton, and outline future desires/needs for the residents.

### **Section 4.2 Public Utilities Inventory**

#### **A. Sanitary Sewer Service/On-site Wastewater Treatment Technologies**

No municipal sanitary sewer service exists within the Town of Stockton. Residents in the Town utilize private on-site wastewater treatment systems (POWTS), otherwise known as private septic systems, as allowed by the Portage County Private Sewage System Ordinance.

The Portage County Planning and Zoning Department administers the permitting and management of POWTS county-wide.

Soil capability for on-site waste systems is conducive for development in most areas of the Town. This has been a key factor in the Town's relatively rapid growth over the past 30 years.

Approximately 90% of the soils in the Town have slight to moderate limitations for on-site sewage systems. These soils are rated as generally acceptable for conventional septic systems or mound systems. However, rapid permeability in the substratum of the "sand plain" soil may result in negative impacts on groundwater quality, particularly in areas of higher density development. Local studies indicate the need for relatively large residential lot sizes, i.e. 2 acres or greater, in order to minimize groundwater degradation from on-site waste systems.

Portions of the Arnott and Hancock moraines possess sewer limitations for on-site waste systems, due to the highly dense, compact texture of the soils. These soils may be suitable for mound or other systems allowed by Wisconsin Administrative Code for Department of Commerce Chapter COMM 83.

## B. Water Supply

Town of Stockton relies completely on private wells; refer to Chapter 5 (Agricultural, Natural and Cultural Resources) for complete information on Groundwater. Since potable water is obtained primarily from groundwater, consideration should be given to possible sources of contamination. Please see discussion on Landfills later in this chapter and Chapter 5 for more information on contamination.

## C. Storm Water Management

Responsibility for storm water management within the Town of Stockton is split between Portage County and the Town. Portage County maintains the ditches along the portion of County Roads while the Town maintains ditches along the local road network.

Keep the County and the Town's natural drainage ways open and keep development out of these areas. Development may cause drainage issues, and facilities need to be reestablished to allow for proper drainage.

New developments need to include a storm water management plan for their properties. The Portage County Planning and Zoning Department helps with the layout and configuration of these plans.

## D. Solid Waste & Recycling Facilities

Curbside solid waste and recycling pick up started in the Town of Stockton on December 2, 1991. The Town of Stockton presently is served by Advanced Disposal Co. with a five (5) year contract signed for services from January 1, 2013 to December 31, 2017. The Town will remain open to other options as contracts end or is renewed. Advanced Disposal disposes of contractual solid waste at the Cranberry Creek Landfill in Wisconsin Rapids and recycles at the Portage County Recycling Center in Plover, WI.

## E. Corporate Utilities

### 1. Telecommunication Facilities (Map 4.1)

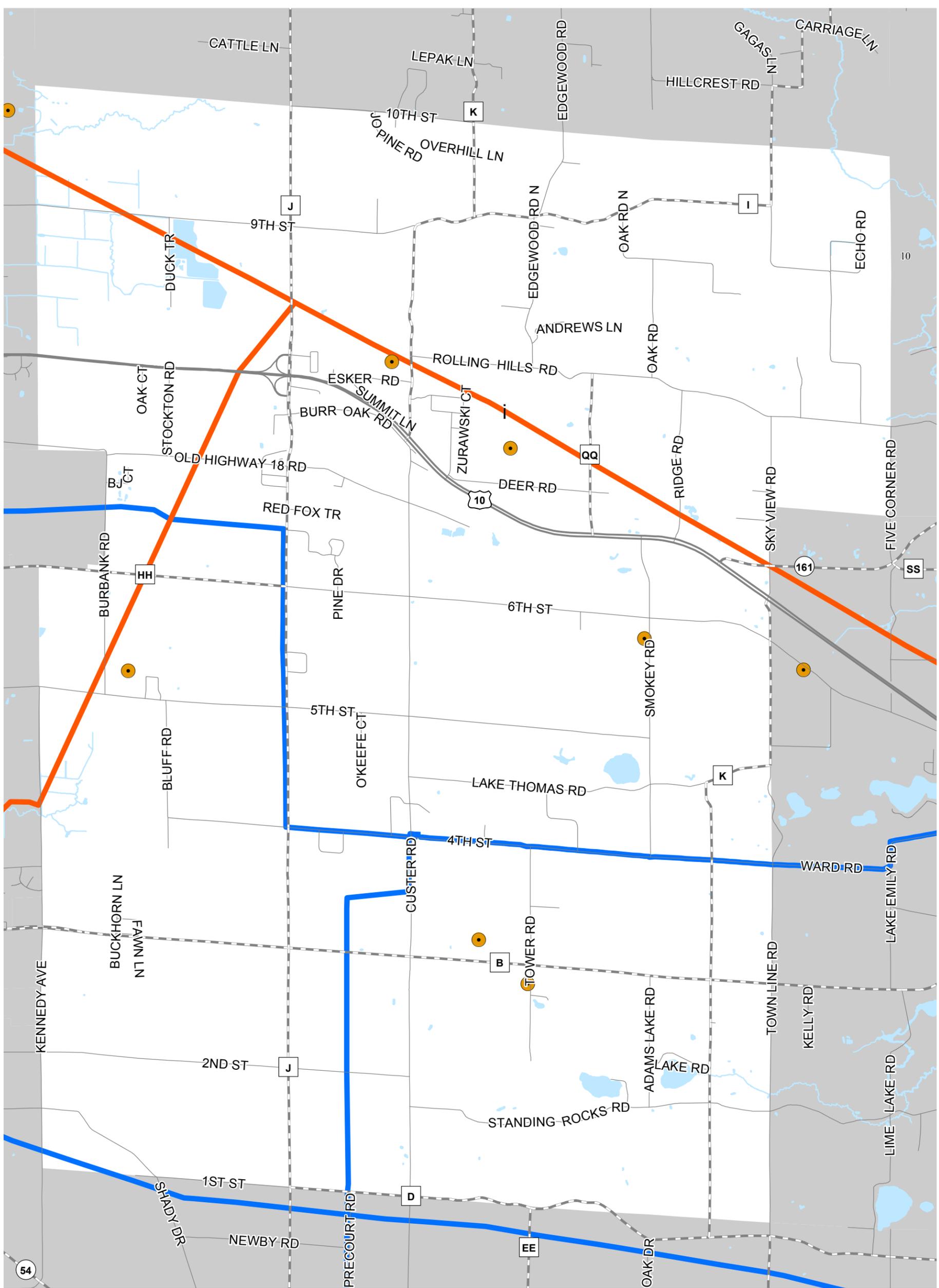
Stockton is serviced by a number of providers located throughout the Town. The Portage County telecommunication Ordinance regulates all facilities.

### 2. Telephone and Internet Services

The Town is currently served by two (2) telephone companies, ATT and Amherst Telephone Company and numerous Internet providers.

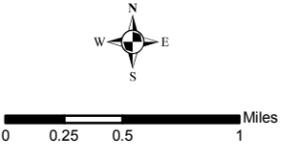
### 3. Gas and Electric Power

WPS and Alliant Energy service electric and Wisconsin Public Service provides natural gas. Numerous propane companies in the area service locations not serviced by natural gas.



Map 4.1  
Utilities

- Telecommunication Towers
- Powerlines
- Pipelines



**Town of Stockton  
Comprehensive Plan**



Portage County  
Planning & Zoning  
1462 Strong's Ave.  
Stevens Point, WI 54481

Source: Portage County Planning & Zoning (2016)



## **Section 4.3 Community Facilities Inventory**

### **A. Municipal Buildings**

The Town of Stockton's new Municipal buildings are located at 7252 6<sup>th</sup> Street, Custer. These new buildings house the town offices, municipal shop (garage), cold storage facility and Town Fire Department.

This 34-acre parcel of land on the corner of 6<sup>th</sup> Street and Custer Road was acquired through negotiations with the Wisconsin Department of Transportation when Kirschling Park was purchased for the interchange at US HWY 10 and Cty Rd J. It is being developed as a multi-use park, and houses the Town's new municipal building in a centralized location.

### **B. Police**

The Town of Stockton is served by the Portage County Sheriff's Department. The Portage County Sheriff's Department provides protective services through random patrols and on a "call-out" basis. Portage County is divided into 3 districts for patrol purposes. The district in which Stockton is located is bounded by STH 54 to the south, the Portage County line to the east, STH 66 to the north, and I-39 to the West. During the day shift 1 officer is assigned to each district, plus an additional officer "floats" throughout the County. During the night shift, 2 officers are assigned to each district, plus 2 additional officers float throughout the County. Officers may drive through the Town any number of times during each shift to check on businesses and residences.

### **C. Fire / Rescue/ EMS**

The Town of Stockton is serviced by its own fire rescue, and EMS department. Stockton's fire department building is located at 7252 6<sup>th</sup> Street, Custer.

#### **1. Volunteer Fire Department**

The Town of Stockton has a paid-on-call volunteer fire department. The Town's Fire Department includes 26 certified firefighters (as of 2016), with additional recruits entering the registration process.

In 2016, the Fire Department inventory includes:

- All FIRE & EMS personnel issued pagers for notification of fire calls
- All EMS personnel issued two-way handheld radio
- 15 two-way handheld radios available for FIRE staff
- All firefighters have own personal turn out gear with SCBA masks
- SCBA Tanks with harness (6 Spare Bottles)
- All EMS personnel issued medical response trauma bags along with automatic electronic defibrulators (AED's)
- All FIRE and EMS staff receive annual required training to maintain their certifications in order to perform their duties within the township
- Engine-01
  - 1991 Spartan Fire Engine
  - 6-person crew
  - 1,000-gallon water tank
  - 1,500-gallon water tank

- Engine-02
  - 2006 Freightliner Fire Engine
  - 5-person cab
  - 1,000 gallon water tank
  - 1,250 gallon per minute pump
- Brush-01
  - 1996 Brush Truck
  - Chevrolet 1-ton crew cab 4x4
  - 5-person cab
  - 250-gallon water tank
  - 90-gallon per minute pump
  - Fully equipped for wildland firefighting
- Tender-01 & Tender-02
  - (2) 2001 Sterling tank trucks
  - 2-person cabs
  - (2) 3,200-gallon water tanks
  - (2) 500-gallon per minute pumps
- 2010 Polaris ATV
  - 3-person cab
  - 75-gallons of water
  - 50-gallon per minute pump
  - EMS rescue bed
  - Tandem trailer with storage

The Town of Stockton Municipal Building has a high capacity well which pumps 750-gallons per minute and is used for the Stockton Fire Department and surrounding fire districts. Irrigation wells in the Town of Stockton, and lakes, are also available as an additional resource for fighting fires.

The Engine-02 is our vehicle rescue engine along with our water site high capacity (1250-gallons per minute) pumping engine for water shuttle services.

Mutual aid agreement exists with departments within the County that allows Stockton to request additional resources, including manpower and equipment to fight structural and wildland incidents within our coverage area.

## 2. EMS Services

The Stockton First Responders are local residents who volunteer to be the first to respond to accidents and medical emergencies within the area. First Responders are dispatched by the Portage County enhanced 911 systems, and they respond in their personal vehicles and attempt to stabilize patients before emergency personnel and/or the ambulance arrives.

The 2016 roster of the EMS department includes five (5) Emergency Medical Technicians (EMT-B) and one (1) Emergency First Responder (EMR).

The Town of Stockton is serviced by the Portage County Ambulance service. The County has 4 ambulances that are staffed 24 hours a day, 365 days a year and can respond anywhere in the county in minutes. They cover approximately 810 square miles and are the only ambulance service in most of the area. The County Ambulance is operated by the Stevens Point Fire Department, with locations on Franklin Street (Station 1) and Industrial Park Road (Station 2), both in Stevens Point. Station 1 houses an engine and Ladder Company, a rescue

squad and three ambulances, and has four personnel. Between the Stevens Point Fire Department and the Portage County ambulance service, there are a total of 17 firefighters/paramedics on staff. There are also 36 full-time trained ice/cold water rescue personnel available, of which there are at least 10 on duty 24 hours per day, 365 days per year. EMS equipment includes:

- 6 medic trucks, including one equipped for confined space/water & ice rescue
- 1 rescue air boat for water and ice rescue.

The entire county is also supported by “Spirit of Marshfield” and “Theda Star” flight rescue teams for airlift transports to local medical facilities.

#### D. Schools

The Town of Stockton lies within the Stevens Point Area School District, Tomorrow River School District and the Rosholt School District (see Map 4.2).

##### 1. Stevens Point Area School District

The Stevens Point Area Public School District includes the City of Stevens Point, Villages of Whiting, Plover, Park Ridge, Amherst Junction, Junction City; Towns of Linwood, Hull, Eau Pleine, Dewey, Carson and Stockton; as well as the Towns of Sharon, Plover Grant, and Buena Vista.

The Stevens Point School District is one of the largest districts in the State of Wisconsin and serves a population of approximately 50,000 and employs staff of over 900. The approximate student enrollment for the 2013-2014 school year is estimated at 7,353.

The Stevens Point School District consists of nine K-6 grade elementary schools, two 7-9 grade junior high schools, and one 10-12 grade senior high school and an alternative school. Three charter schools lie within the secondary schools. Three of the elementary schools are charter schools and three additional elementary schools have applied for charter status. In addition, the 45-acre Boston School Forest is an educational facility used by students for environmental education programs throughout the school year.

The Stevens Point Area Public School District covers nearly 400 square miles to transporting students, a significant activity and expenditure. During the 2015-2016 school year, the transportation department bused nearly 5,000 students per day to public and private schools with a fleet of 78 district-operated and 8 contracted buses traveling approximately 3,000 miles per day. Typically, the district’s annual cost for busing is about two-thirds of the state average, with a district budget of \$2.5 million.

School facilities are a major benefit to County residents. School playgrounds and equipment provide a wide variety of recreational activities. The schools' organized athletic programs play an important role in the community; as a major source of recreation and as a focal point of community pride and identity.

##### 2. Parochial School System

The Stevens Point Area Catholic Schools (SPACS) have been educating students in Portage County for the past 130 years. The schools are comprehensive with a strong emphasis on college preparation; over 90% of students go on to attend post-secondary school, most of which are four-year colleges and universities.

SPACS currently has six schools involved in the program: four Elementary Schools (Saint Stanislaus, grades K-2; Saint Stephen, grades 3-5; Saint Bronislava, grades preschool-5; and Saint Joseph early childhood, preschool and year-round childcare); St. Peter Middle School, grades 6-8; and Pacelli High School, grades 9-12. For the 2012-2013 school year 1,052 students were enrolled in SPACS, preschool through 12<sup>th</sup> grade, and increase of nearly 12% from 2004.

As of 2013, the St. Paul Lutheran School serves 145 students in pre-Kindergarten through eighth grade with nine full time teachers, including a Principal and Assistant Principal who also have teaching duties. The early childhood program offers classes for 3-4 and 5 year-old children not yet enrolled in kindergarten. Northland Lutheran High School, located in Mosinee, serves the central Wisconsin region.

Two other private school options are available within the Portage County Urban Area. Branch Christian School, which is affiliated with the Seventh Day Adventist Church located within the Village of Whiting, accepts students in grades one through eight. The Stevens Point Christian Academy, located just west of the City limits on U.S. Hwy 10, offers instruction for grades K through twelve.

### 3. Tomorrow River School District

The Tomorrow River School District is approximately 100 square miles in size, and includes the Villages of Amherst, Amherst Junction, and Nelsonville along with part of the Towns of Amherst, Buena Vista, Lanark, Stockton, and New Hope. The entire student population is educated on one site, within a 160,693 sq. ft. interconnected structure in Amherst, Wisconsin. The Amherst School complex consists of 86 teachers, 43 support staff and 5 administrators servicing about 1,000 students in grades Pre-Kindergarten through 12. The school is governed by a 5 member school board elected to three year terms on a rotating basis.

### 4. Rosholt School District

The Rosholt School District is located in Central Wisconsin and serves a student population of approximately 590 PreK-12 students in a single facility in the Village of Rosholt. This represents over an 8% decrease in enrollment between 2009 and 2013 and a 21% decrease in the past decade.

### 5. Mid-State Technical College

Mid-State Technical College (MSTC) is one of 16 publicly supported colleges in the Wisconsin Technical College System. Approximately 17,000 full- and part-time students enroll annually. MSTC offers technical training in nearly 50 careers by granting one- and two-year technical diplomas and two-year associate degrees in four areas: business, health, service technologies, and technical & industrial. In addition, MSTC also awards certificates for the successful completion of a single course or a combination of courses. The Mid-State Technical College District includes full-service campuses in Marshfield, Stevens Point, and Wisconsin Rapids; a center in Adams; and several outreach sites.

### 6. University of Wisconsin-Stevens Point

Since 1894 when Stevens Point Normal School opened its doors to 300 students, the University of Wisconsin–Stevens Point has grown to become a major comprehensive university, with about 9,600 students enrolled. Its academic programs offer 120 choices within 48 majors and 78 minors plus 16 graduate programs. UWSP is home to four colleges

(fine arts and communication, letters and science, natural resources, and professional studies), and is accredited by the Higher Learning Commission of the North Central Association of Colleges and Schools. In addition, UWSP has initiated a variety of innovative and nationally distinctive programs such as the National Wellness Institute, the Center for the Small City, the Central Wisconsin Economic Research Bureau, and the Global Environmental Management Center (GEM) Center for Watershed Science and Education.

The 400-acre main campus includes seven major buildings in addition to Old Main, UWSP's administrative building, the University Center and 13 residence halls housing approximately 3,500 students. North campus includes Schmeckle Reserve, a 225-acre nature area with a 24-acre lake, nature center and trails that are part of the Portage County 26-mile Green Circle Trail.

The Stevens Point campus is part of the University of Wisconsin System that includes 13 four-year campuses, 13 two-year centers and the University of Wisconsin-Extension. The University of Wisconsin system represents one of the finest educational institutions in the world. Access to information and research on virtually any topic is available.

In 2003, the University of Wisconsin-Stevens Point placed among the top public universities in the Midwest. The publication, U.S. News & World Report, ranked UWSP number six in the top tier of Midwestern public master's degree-granting institutions. This was the fourth consecutive year that the university placed in the top six. U.S. News and World Report use several criteria in rating the campuses including academic reputation, retention, faculty, students, financial resources, and alumni giving. Other UW System campuses which placed in the top six among Midwestern comprehensives include UW-La Crosse and UW-Eau Claire. UW-Madison ranked seventh among public doctoral universities.

#### E. Parks ,Trails, Town Parks and Facilities

##### 1. Arnott Recreation~~al~~ Center

The Recreation Center is located in Arnott, an unincorporated community in the Town of Stockton. This building is owned by the town and is used for public meetings, 4-H meetings, snowmobile clubhouse, and for other purposes. The building was a former school, built in 1936 and was used as the Town of Stockton Hall from 1976 to 2005.

##### 2. Arnott Lions Park

The Arnott Lions Club (chartered in 1975) owns the Arnott Lions Park. The Park provides shelters, softball diamond, restrooms, horseshoe pits, kid's playground and a picnic area. Individual families/ small groups can use the park at no charge, but if a group wishes to reserve the park for a day or more, a rental fee is charged.

##### 3. Platted Parklands

These are lands that are dedicated to the Town for park purposes, as part of the subdivision platting process. Under the provisions of the County's Subdivision Ordinance, the developer who creates a major subdivision is required to dedicate land for park or pay a fee to the Town according to the following schedule:

- (1) Dedication to the public of one (1) acre of land for each twenty (20) lots.
- (2) Payment to the Town park fund of \$250 for each lot
- (3) Any combination of (1) and (2) as agreed to by the Town Board.

**Parklands dedicated to the Town of Stockton via the platting process include:**

- Arnott Centennial – small lot in Arnott
- Buckhorn Park – 1.22 acres
- Country Beautiful – 5.2 acres
- Hoffman’s Custer Square – 1.75 acres
- Kirschling Park - .9 acre remains from DOT acquisition
- Evergreen Park - .5
- Stockton Park at 3333 Custer Road – 34 acres

4. Lakes:

- Adams Lake – Described as 2.0 acres including public boat landing and access road. Lake size: 29 acres
- Bear Lake – Described as .90 acres including public boat landing and access road. Lake size: 29 acres
- Lake Thomas – Described as .25 acres. Lake size: 32 acres

5. Other Public Recreational facilities Include

Snowmobile trails are maintained by private snowmobile clubs; and portions of the Ice Age Trail Bicycle Trail.

F. County Parks

1. Standing Rocks Park

Standing Rocks Park is located on 29-acre Bear Lake, in the southeastern part of the Town of Stockton. The park has been developed as a winter sports area, featuring downhill and cross-country skiing. This County facility encompasses 531 acres, the majority of which is maintained in a natural state.

The following description of the park’s facility and needs is taken from the Portage County Comprehensive Outdoor Recreation Plan, 2001-2006 Plan:

Major Activities: Hiking, downhill skiing, cross-country skiing, 18 hole Disc golf, single and double track mountain biking, 26 site field archery course, and a dog exercise area.

Facilities: Ski lodge with equipment rental, 3 rope tows, 2,200 foot ski run, 10 miles cross-country ski and mountain bike trails, ½ mile archery target trail, 15 picnic tables, indoor and pit vault toilets, dog exercise area, disc golf course, two tow rope buildings and an observation building.

Service Area: Statewide

Interest group served: Active winter sports, downhill and cross-country skiers, mountain bikers, dog owners, disc golfers and archers.

Problems/Deficiencies: Erosion of hiking and skiing trails due to use by bicyclists, overcrowding and adjacent development.

Usage trends: Increasing with popularity of winter sports and mountain biking.

## 2. Tomorrow River State Trail

The Tomorrow River State Trail segment within Portage County is a 14 ½ mile trail developed along an abandoned railroad grade starting in the Village of Plover and ending at the Waupaca County line. This trail goes through the communities of Arnott and Smokey Spur, with a public parking area off of Custer Rd. Waupaca County will be developing their 14 mile section in the next few years.

The trail consists of a surface of crushed limestone, which is packed smooth. It is open to bicyclists, hikers, joggers, and horseback riders in the spring, summer, and fall. During the winter months, the trail is open to snowmobiles, skiers, and dog sleds. The horse trail is a separate 9 mile trail along the limestone trail from Plover to Amherst Junction.

## 3. Ice Age Trail

The Ice Age Bicycle Trail runs north and south along the glaciated areas of eastern Portage County for a total of 48 miles. The trail was designed specifically for bicyclists as it runs along portions of major roadways. With the reconstruction of Highway 10, the Ice Age Bike Trail may connect with the Tomorrow River Trail to provide for a safer crossing of Highway 10.

The proposed Ice Age Walking Trail winds in and out of the County along the eastern border between Portage County and Waupaca County. Portions of the Ice Age Trail are complete; however, easements across private land are still needed for much of the trail. When completed, the Ice Age trail will extend 1,000 miles among the glacial features throughout Wisconsin.

## 4. State Recreational Lands

The DNR has identified Fishery Management Areas throughout the County, including the Tomorrow River and Little Plover River in the Town of Stockton. Master Plans have been prepared for these project areas, including recommendations for the management of State owned lands and the identification of private lands for possible purchase by the State. The State currently owns 85.7 acres in the Town of Stockton associated with the Tomorrow River Fisheries Areas and has identified another 140 acres for possible acquisition. Similarly, the State has identified an acquisition area of 160 acres within the Town, associated with the Little Plover River Fisheries Area. Within the Town there is presently no State land ownership associated with this project area. The State's policy regarding the acquisition of such lands is dependant upon the availability of funds and desire of the landowner(s) to sell.

## G. Landfills

Landfills have been around as long as people have lived in Portage County. The locations of many of the smaller private landfills are unknown. The amount of the materials deposited in these was small and the toxicities of the materials were likely low as compared to current solid waste.

When rainwater percolating through waste materials in a landfill comes in contact with waste material, leachate is formed. The risk to groundwater from the leachate depends on the toxicity of the waste in the landfill and the geologic setting and depth to groundwater. In order to minimize introduction of contaminants into drinking water wells, the state Well Code (NR-812) prohibits installation of wells within 1200 feet of a currently operating, or closed, landfill. Variances to the 1200 foot setback can be considered by staff of the DNR.

The locations (Map 4.2) of several landfills, including the existing Portage County Landfill and former municipal landfills are known. All including the County Landfill, and certain private landfills, have been closed. Sampling from private wells near these closed landfills has not shown widespread deterioration of groundwater, but no systematic sampling has been conducted to date. The DNR is currently conducting a five year assessment of all closed landfills in the state, to determine potential risks to the groundwater.

Certain private landfills in the County are licensed to accept construction demolition waste, or waste from paper processing. In the case of the former, the materials deposited do not have a high potential to leach contaminants to groundwater. For the paper company landfills, extensive testing of the materials and sampling of nearby monitoring wells is conducted.

The Portage County landfill located on Highway QQ was closed in 2006, after which the waste is trucked to Cranberry Creek Landfill in Wisconsin Rapids. Portage County and the Town of Stockton have negotiated a settlement for the existing solid waste facility. The landfill will be zoned to Conservancy and the County will seek no rezoning of the property without the Town of Stockton Boards approval. The agreement states that Portage County will maintain and test samples of designated groundwater monitoring wells two up gradient and four down gradient of the Solid Waste Disposal Facility. Please see “Negotiated Settlement Agreement between Portage County and the Town of Stockton RE: County Existing Solid Waste Disposal Facility” for review of agreement. Portage County and the Town of Stockton Town Board have appointment the Town of Stockton Plan Commission as the Portage County Landfill Monitoring Committee.

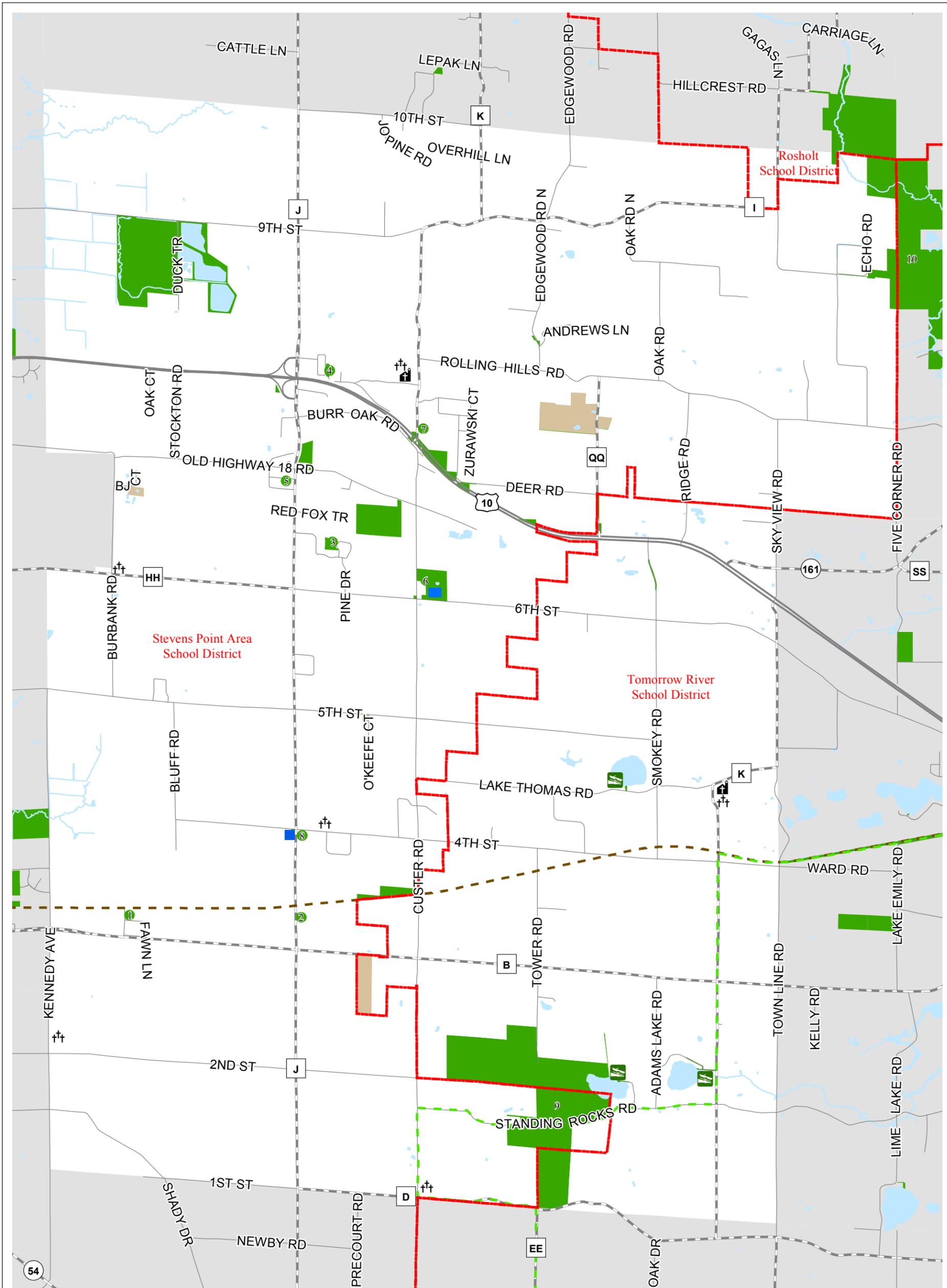
#### H. Cemeteries

The Town of Stockton has 7 cemeteries located within the Town limits.

1. Cate Cemetery – located on County road HH and Burbank Road
2. St. Mary’s Catholic Cemetery - located on Esker Road in Custer
3. Arnott (or Richmond) Cemetery - located on 4<sup>th</sup> Street
4. Lombard Cemetery - located on Custer Road and County Road D
5. Morrill Cemetery – located on Kennedy Road and 2<sup>nd</sup> Street
6. St. Mary’s Fancher – located on Lake Thomas Road and County Road K
7. Higgins Burial Plot - located in Section 7, about ½ mile west of Burbank Road on the fence line (this burial plot is not located on the map)

#### I. Health Care Facilities

There are no health care facilities located within the Town of Stockton. Residents utilize those services and facilities available in Plover, and Stevens Point, through Ministry Health Services and their various branches in Plover and Stevens Point. Ministry St Michael’s Hospital is located in the City of Stevens Point. Other health care facilities located in the area available to the Town residents include dental and chiropractic offices, sports medicine, podiatry and many other health care facilities, some privately owned. Regional facilities are also available through the Marshfield Clinic and Aspirus in Stevens Point and Wausau.



# Map 4.2 Community Facilities

- Cemeteries
  - Churches
  - Public Boat Launch
  - Ice Age Bike Trail
  - Tomorrow River State Trail
  - Landfills
  - Municipal Buildings
  - Parks and Recreation
1. Buckhorn Park
  2. Arnott Centennial Park
  3. Country Beautiful Park
  4. Custer Square Park
  5. Lone Pine Park
  6. Town of Stockton Park
  7. Confaternity of Christian Doctrine
  8. Arnott Lions Park
  9. Standing Rocks Park
  10. Richard J. Hemp Fishery Area

Source: Town of Stockton (2006)  
Portage County Planning & Zoning (2016)  
Map Printed: April 4, 2016

## Town of Stockton Comprehensive Plan

Portage County  
Planning & Zoning  
1462 Strongs Ave.  
Stevens Point, WI 54481



J. Child Care Facilities

There are 2 different categories of state licensed child care; they depend upon the number of children in care:

- *Licensed Family Child Care Centers* provide care for up to 8 children. This care is usually in the provider’s home, but it is not required to be located in a residence.
- *Licensed Group Child Care Centers* provide care for 9 or more children. These centers are usually located somewhere other than a residence and may be small or large in size.

There are several child daycare facilities located in the Town of Stockton. For a complete list, contact the Regional Division of Children and Family Services at:

**2811 8th St. - Ste. 70**  
**Wisconsin Rapids, WI 54494**  
**Phone: (715) 422-5080**  
**Fax: (715) 422-5091**

K. Libraries

The Town of Stockton does not have a library located within its limits. Town residents can utilize library facilities at the following locations:

- Almond – Branch Library
- Amherst – Lettie Jensen Library
- Plover – Branch Library
- Stevens Point - Charles M. White Memorial Library
- Rosholt – Branch Library

**Section 4.4 Utilities and Community Facilities Issues and Concerns**

A. In 2001 a County-wide survey of resident’s attitudes was completed by the Portage County Planning and Zoning Department. The Town of Stockton survey results, in their entirety, are included in Appendix B; the following are Stockton survey responses related to Utilities and Community Facilities.

**Survey Question 11:** New homes and businesses should be encouraged:

	Agree/Strongly Agree	Disagree/Strongly Disagree
Primarily in communities where sewer and water are available	69%	13%
Next to communities where sewer and water could be extended	50%	21%
Anywhere in the County, with or Without sewer and water services	30%	48%

**Survey Question 12:** Future boundaries should be established for municipal water and sanitary sewer systems:

Agree/Strongly Agree	Disagree/Strongly Disagree
61%	10%

**Survey Question 13:** The boundaries described in Question 12 should be: Very inflexible, essentially stopping development outside of the boundary (23%); Somewhat flexible,

allowing for some development outside the boundary (71%); Very flexible, allowing anyone who asks for sewer and water to get it wherever they are (6%).

**Survey Question 14:** How would you rate each of the following local services:

	Good/Excellent	Poor/Very Poor
Police protection	53%	5%
Fire protection	52%	12%
Ambulance service	57%	4%
Garbage collection	67%	4%

- B. We will look at mapping the current drainage areas and make sure these areas are kept open.
- C. Town will review the practicality and feasibility of package septic plants and communal well development for future consideration.
- D. Response times for fire need to be shortened.
- E. Protect groundwater.
- F. The Town of Stockton is not currently a member of the Stevens Point Urban Area Sewer Service Committee. With the development pressures from the City anticipated over the next 20 years, this may change.

**Section 4.5 Utilities/Community Facilities Goals, Objectives, and Policies**

A. Goal

Plan for the provision of infrastructure, utilities, and community facilities and services to efficiently meet community needs.

B. Objectives

1. Remain abreast of issues and plans related to solid waste management in Portage County, as they pertain to the Town of Stockton.
2. Maps drainage areas in the Town and points west.
3. Protect water resources throughout the Town.

C. Policies

1. Maintain a working relationship with the Portage County Solid Waste Management Board and Solid Waste Department.
2. Support continued use of the MABAS (Mutual Aid Box Alarm System) with other fire departments in Portage County.
3. Implement broad based drainage areas for lands west of Hancock moraine.
4. Encourage the use of Best Management Practices by agricultural operations to ensure a supply of potable water.
5. Maintain single family housing densities at a 2 acre minimum for unsewered lots.

## **CHAPTER 5 - AGRICULTURAL, NATURAL, AND CULTURAL RESOURCES**

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

**Agricultural, Natural and Cultural Resources element.** A compilation of objectives, policies, goals, maps, and programs of the conservation, and promotion of the effective management of natural resources such as groundwater, forests, productive agricultural area, environmentally sensitive areas, threatened and endangered species, stream corridors, surface water, floodplains, wetlands, wildlife habitat, metallic and non-metallic mineral resources, parks, open spaces, historical and cultural resources, community design, recreational resources and other natural resources.

### **Section 5.1 Introduction**

The agricultural, natural, and cultural resources of the Town of Stockton are some of the most important reasons why people choose to live here. Natural woodlands, wetlands, varied and abundant wildlife, with farmland, all come together to create landscapes rare in Wisconsin. The residents also understand that natural, historical and cultural resources of the community are part of the rich quality of life that is enjoyed by all who live there.

### **Section 5.2 Agriculture at a Glance**

Agriculture in the Town of Stockton represents a diverse array of agricultural practices and ways of life. Much of the land in the Town is devoted to cultivation, raising crops and livestock, and direct sales of agricultural products. The agriculture industry plays a vital role in the local economy and the Town's overall quality of life.

According to the United States Census Bureau, 103 persons were employed in an agriculturally related field in the Town of Stockton in 2010 (Table 1.10, Issues and Opportunities section). This represented 5.7% of employment for the Town. This is down substantially from the 1990 figure of 196 persons (15.4%). Stockton has a lower percentage of agriculture related employment when compared to the town average in Portage County of 8.4% for 2010.

The Town of Stockton is located in two major Wisconsin farm regions, dairy and vegetable. The amount of land dedicated to agricultural production does change regularly from year to year. In 2011, the Portage County Planning and Zoning Department identified 7,470 acres of irrigated cropland, decrease of 278 acres; 12,980 acres in non-irrigated cropland, and increase of over 1,000 acres since 2000; and 854 acres of permanent pasture representing growth of over 400 acres since 2000. Total agricultural acres identified for 2011 were approximately 21,260, an increase of 1,485 acres since 2000.

### **Section 5.3 Diversity in Agriculture**

#### **A. Dairy**

In Wisconsin, dairying is most concentrated in a belt that begins near Hudson (St. Croix County), heads east to Wausau and Green Bay (Brown County), then turns southwest through Fond du Lac, Madison and ends near Dubuque (Iowa County). Wisconsin Department of Agriculture, Trade and Consumer Protection 2012 permit information listed 18 active dairy farms operating in the Town of Stockton, a decrease of 11 (38%) from 2002. To the south in Buena Vista, there were eight (8) farms; to the north in Sharon there were fifteen (15); to the west in Plover, there were four (4) farms; and in Hull there were two (2) farms; and to the east in Amherst, there were

fifteen (15) farms; and in New Hope, there were eight (8) farms. The second most prominent agricultural activity in Stockton is fresh vegetable production.

#### B. Vegetables

The irrigated sands of the “golden sands” region of Wisconsin lay between Amherst and the Stevens Point area. Stockton is in the middle of this large irrigated plain and there are a number of producers who have scattered vegetable operations within the Town. While no exact acreage numbers are available, the presence of pivot irrigation rigs is one key indicator of vegetable production. Approximately 107 irrigation pivots were present in Stockton in 2011. That being said, vegetable production within the Town is not limited to large-scale commercial operations. Total irrigated farmland in the Town of Stockton in 2011 declined slightly, to approximately 7,400 acres. This change can be attributed to a combination of factors including several hundred acres to create a wetland mitigation area and the 2012 annexation by the City of Stevens Point.

The Town of Stockton has also witnessed substantial growth in small-scale and organic vegetable production. Recent years have seen growth in the local food movement with consumers becoming more conscious of where their produce comes from. Community supported agriculture (CSA) and other direct sales (e.g. fresh produce stands) of vegetables are becoming more common throughout the Town. These operations are often the newest and typically the smallest, ranging from a couple of acres to a few dozen acres in size. CSA operators sell products direct to families and restaurants, both locally and regionally.

#### C. Specialty Products

Along with the increasing presence of smaller scale forms of agriculture operations is a growth in production of specialty products. The need for diversity within a small operation is two-fold. Once, Specialty market consumers demand a wide variety of fresh products and farmers are able to hedge their investments through diversifying their offerings. With the rise of local and regional microbreweries including Central Waters Brewing, Oso Brewing, Point Brewing, and others, hop production has become more popular. Also pasture raised chicken, duck, turkeys and other fowl operations have popped up in recent years. Operations of this nature also tend to be smaller in scale.

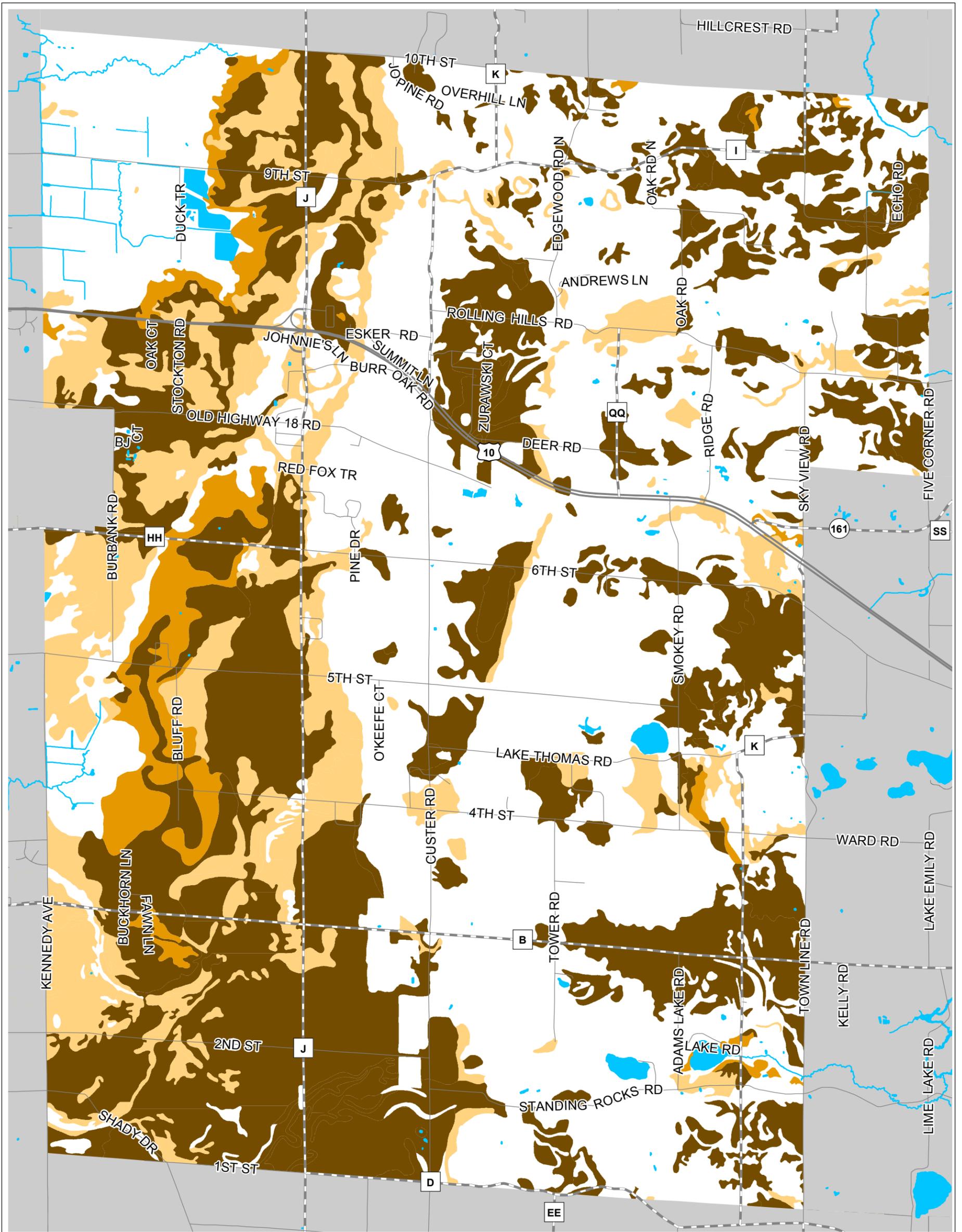
### **Section 5.4 Agricultural Inventory**

#### A. Highly Productive Agricultural Soils

Highly Productive agricultural soils in the Town of Stockton were identified by using the U.S. Department of Agriculture (USDA) Natural Resources Conservation Service (NRCS) web soil survey (see Map 5.1 Highly Productive Agricultural Soils). Recent years have brought favorable farming conditions for local operators, effectively reversing the long trend of communities losing agricultural land. Demand is high for productive farmland, so much so, farmers are even turning to converting woodland properties into farmland to meet their needs.

#### B. Farm Economy and Infrastructure

Because of the lack of farm economy information available at the Town level, a detailed discussion of the farm economy at the Town level is not practical. Please see the complete discussion of the Portage County farm economy in the Agricultural, Natural, and Cultural Resources Chapter of the Portage County Comprehensive Plan.



**Map 5.1**  
**Productive**  
**Agricultural Soils**

- Soil Class**
- Productive Farmland**  
 Billett Sandy Loam, 0-2% Slopes  
 Mecan Loamy Sand, 2-6% Slopes  
 Mecan Sandy Loam, 2-6% Slopes  
 Rosholt Loam, 2-6% Slopes  
 Rosholt Loam, Loamy Substratum, 0-2% Slopes  
 Mosinee Sandy Loam, 2-6% Slopes  
 Wyocena Sandy Loam, 2-6% Slopes
  - Productive if Drained**  
 Oesterle Sandy Loam  
 Oesterle Loam, Silty Subsoil Variant  
 Point Sandy Loam, 1-3% Slopes
  - Productive if Irrigated**  
 Cathro Muck  
 Kranski Loamy Sand, 2-6% Slopes  
 Leola Loamy Sand, 0-3% Slopes  
 Richford Loamy Sand, 0-2% Slopes  
 Richford Loamy Sand, 2-6% Slopes  
 Richford Loamy Fine Sand, 2-6% Slopes  
 Rosholt Sandy Loam, 0-2% Slopes  
 Rosholt Sandy Loam, 2-6% Slopes



Source: Portage County Planning & Zoning (2016)  
 Natural Resource Conservation Service (1998)

Map Printed: April 7, 2016

**Town of Stockton**  
**Comprehensive Plan**



Portage County  
 Planning & Zoning  
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### C. Other Local Influences on Agriculture

The Stockton area has seen some pressure for the development of rural residential properties. This has brought more homes onto the agricultural landscape, increased the potential for conflict, and increased the assessed value of non-farmed lands.

Agricultural lands within Stockton were identified by the City of Stevens Point for urban expansion, and in 2012 the City annexed 336 acres from the Town West of Burbank Road. The Village of Plover's adopted Comprehensive Plan does not identify impacts to the Town of Stockton's agricultural land through 2025.

### D. Legislative Influences on Agriculture

Agriculture represents one of Wisconsin's most important industries. So much so, lawmakers continue to see the need to create programs and regulations aimed at protecting its long-term viability. From the Right-to-Farm law (1981) to the agricultural use value assessment (1995) to Farmland preservation (1997), the state of Wisconsin continues to recognize and protect this billion dollar industry.

#### 1. Wisconsin Right-to-Farm Law

Dating back to the early 1980's, the State of Wisconsin saw the need to protect farmers from lawsuits pertaining to everyday operations and created State Statute 823.08, commonly referred to as the "Right-to-Farm" law. The Right-to-Farm law was substantially revised in 1995 in an effort to thwart lawsuits against farmers dealing with standard farming operations and consequences such as odor, noise, dust, flies and slow-moving vehicles. As part of the law, the Legislature notes that local units of government are in the best position to handle possible farm and non-farm conflicts through zoning and other land use controls.

#### 2. Wisconsin Working Lands Initiative

The Wisconsin Working Lands Initiative was signed into law in 2009, overhauling the original Farmland Preservation Program and requiring every county to update their Farmland Preservation plans. Portage County first developed a Farmland Preservation Plan in 1985 which is now woefully outdated. The County intends to update this Plan by the end of 2015.

#### 3. Implements of Husbandry (2014)

As the size of modern agricultural equipment continues to grow, so have the misconception within the agricultural community that implements of husbandry were exempt from any size and weight regulations. In short, Act 377 clarifies the definition of implements of husbandry, defines the new term "agricultural commercial vehicles," creates an increased weight limitation (essentially 15%) for implements of husbandry and agricultural commercial motor vehicles (Ag-CMV), and creates a new 'no-fee permit' that can be issued by Department of Transportation and local units of government.

Through Act 377, implements of husbandry are defined as – A self-propelled or towed vehicle that is manufactured, designed, or reconstructed to be used and that is exclusively used in the conduct of agricultural operations. These include, but are not limited to, farm tractors; self-propelled combines, forage harvesters, and pesticide or fertilizer equipment. By developing a definition Ag-CMVs allows these vehicles to comply with federal regulations while still receiving the same benefits of exclusive agricultural use. An Ag-CMV refers to a commercial vehicle to which all of the following apply: 1) the vehicle is substantially

designed for agricultural use, 2) the vehicle is designed for highway use and is manufactured for Federal Motor Vehicle Safety Standard Certification, 3) the vehicle is used exclusively for agricultural operations, and 4) the vehicle directly engages in harvesting farm products, applying fertilizer, spray or seeds to a farm field or distributes feed to livestock.

#### E. Agricultural Programs

A number of programs are available to agricultural landowners to help achieve desired outcomes ranging from enhancing wildlife habitat to minimizing soil erosion. The following is a partial list from the Natural Resources Conservation Service (NRCS). For more information about these and other programs contact the local NRCS office at 715-346-1325 or the Farm Service Agency at 715-346-1313.

##### 1. Conservation Reserve Program (CRP)

The Conservation Reserve Program, administered through the Farm Service Agency (FSA), is a voluntary program for agricultural landowners. Through CRP, one can receive annual rental payments and cost-share assistance to establish long-term, resource conserving covers on eligible farmland. Participants enroll in CRP for 10 to 15 years.

##### 2. Environmental Quality Incentives Programs (EQIP)

The Environmental Quality Incentives Program (EQIP) is a voluntary conservation program. It supports production agriculture and environmental quality as compatible goals. Through EQIP, farmers may receive financial and technical help with structural and management conservation practices on agricultural land.

EQIP may pay up to 75 percent of the costs of eligible conservation practices. Incentive payments may be made to encourage a farmer to adopt land management practices, such as nutrient management, manure management, integrated pest management, and wildlife habitat management.

##### 3. Wetlands Reserve Program (WRP)

The Wetlands Reserve Program is a voluntary program to restore and protect wetlands on private property. It is an opportunity for landowners to receive financial incentives to restore wetlands that have been drained for agriculture.

Landowners who choose to participate in WRP may sell a conservation easement or enter into a cost-share restoration agreement with USDA to restore and protect wetlands. The landowner voluntarily limits future use of the land, yet retains private ownership. The landowner and NRCS develop a plan for the restoration and maintenance of the wetland.

The program offers landowners three options: permanent easements, 30-year easements, and restoration cost-share agreements of minimum 10-year duration.

##### 4. Wildlife Habitat Incentives Program (WHIP)

The Wildlife Habitat Incentives Program is a voluntary program for people who want to develop or improve wildlife habitat on private lands. It provides both technical assistance and cost sharing to help establish and improve fish and wildlife habitat. Landowners agree to prepare and implement a wildlife habitat development plan. The U.S. Department of Agriculture Natural Resources Conservation Service (NRCS) provides technical and financial assistance to implement the wildlife habitat restoration practices.

## 5. Soil and Water Resource Management Program (SWRM-DATCP 50)

The Soil and Water Resource Management Program is administered under state code DATCP 50. The program is designed to conserve Wisconsin's soil and water resources, reduce soil erosion, prevent non-point source pollution and enhance water quality. Cost sharing is provided to qualified applicants who enroll in long-term agreements to help manage practices, such as intensive grazing. For more information, contact the County Land Conservation Department.

## 6. Priority Watershed Program

The Priority Watershed program is a state program that was created in 1978 to provide financial assistance to local units of government in selected watersheds to address land management activities. The goal of the program is to improve and protect surface and groundwater quality by reducing pollutants from urban and rural non-point sources. Erosion from agricultural operations, stream banks and developing urban areas and runoff from livestock wastes and urban areas are examples of non-point sources of pollution. The Tomorrow/Waupaca River Priority Watershed Program will sunset at the end of 2007.

The three watersheds identified by the Wisconsin Department of Natural Resources located in the Town of Stockton include the Plover and Little Plover River in the northwest, the Fourmile and Fivemile Creek in the southwest; and the Tomorrow /Waupaca River in the eastern half.

Local programs and resources are also available to area farmers. Local resources include the Wisconsin Food Hub Cooperative in Waupaca and the Central Rivers Farmshed in Stevens Point. The Wisconsin Food Hub Cooperative focuses on securing the most profitable markets by organizing marketing, sales, aggregation and logistics for its producers. Central Rivers Farmshed's mission is to expand the connection between local residents and their food through education, participation, cooperation and actions supporting a local food economy in Central Wisconsin.

## **Section 5.5 Town of Stockton Agricultural Discussion**

The Town of Stockton organized several meetings in 2012 with the goal of obtaining a better understanding of what agriculture means to the Town. A number of agriculture operators were asked to participate and speak to topics such as their history, an overview of their current operations, plans for the future, major issues or concerns with farming and what the future of agriculture holds within the community. Several key discussion items came from these meetings and a few are summarized below.

- **A Bright Future** – Operators in attendance agreed that the future looks positive for agriculture. More land is staying in production, commodity prices have improved and younger generations are beginning to see agriculture as a future career path worth pursuing.
- **Farm Consolidation** – Although land is staying in production, many of the traditional small to medium sized operations are being bought up by larger operators. Farms acknowledge the need for growth in order to remain competitive in the marketplace, and as a result, we are seeing substantial growth in larger, commercial operations.
- **Smaller, Niche Operations are on the Rise** - Especially in the eastern portion of Stockton and western areas of the Town of Amherst, small scale vegetable, poultry and

specialty crop operations are experiencing growth. As consumers continue to demand more knowledge of where food comes from, one can expect organic and CSA model operations to continue growing.

- **Marketing and Education** – Regardless of operational scale, farmers agreed the agricultural industry needs continual improvement on marketing and public education. Larger operations understand the need increase public awareness on how they operate and why, while smaller operations constantly analyze new methods of both entering the marketplace and matching the desires of the consumer.
- **Continue Developing a Support Network** – Town growers and operators would benefit from a more clearly defined network of suppliers and processors. Coordination among players in different sectors could be mutually beneficial.

**Section 5.6 Agricultural Issues, Challenges and Conclusions**

A. In 2001 a County-wide survey of resident’s attitudes was completed by the Portage County Planning and Zoning Department. The Town of Stockton survey results, in their entirety, are included in Appendix B; the following are Stockton survey responses related to Agriculture.

**Survey Question 16:** Portage County should work with farmers to identify and protect productive agriculture regions:

Agree/Strongly Agree	Disagree/Strongly Disagree
83%	5%

**Survey Question 17:** Local units of government in Portage County should address the issue of development in productive agricultural regions by:

	Agree/Strongly Agree	Disagree/Strongly Disagree
17a. Preserving farmland at all costs.	57%	21%
17b. Protecting farmland, but allowing growth in areas not suitable for ag use.	71%	15%
17c. Not protecting farmland, owners develop as they see fit.	13%	71%

**Survey Question 18:** The rural economy of Portage County should be protected by having growth directed into and around existing developed areas.

Agree/Strongly	Agree	Disagree/Strongly Disagree
70%		11%

B. The following issues and conclusions related to agriculture were identified through public hearings, open meetings, the planning process, by Town Committees and volunteer working groups.

1. How does the Town support Agriculture?
  - Agriculture is an important part of life and livelihood in the Town of Stockton, and land for farming should be preserved where possible.
  - The Town should encourage best management practices for agriculture.
  - The Town should support niche markets and promote specialty agricultural operations where appropriate.

2. How can the Town allow for development, yet still protect larger tracts of agricultural land or natural resources?
  - Review the lot density option to be developed within the Portage County Zoning or Subdivision Ordinance to determine its usefulness for the Town of Stockton.
  - Based on survey results and discussions throughout the planning process, the Town will use some type of land assessment tool to evaluate agricultural lands within its boundaries.
3. How can the Town help minimize farm/nonfarm conflicts?
  - As our Town grows, potential conflicts exist between farm and non-farm residents concerning agricultural practices and road issues. How can the Town educate its residents about living in a rural community?
4. What role does groundwater play in the future of agriculture?
  - The Town should stay informed in Federal, State and local groundwater management practices.
  - The Town should encourage best management practices for groundwater
5. What are the impacts of high agriculture land prices?
  - The Town should support existing agricultural operations
6. How do local niche operations complete in the marketplace?
  - Direct local operators to local, State and Federal programs and resources
  - Support cooperation among local operators
  - Would this area support animal processing operations? Currently, farmers need to travel for this service.

## **Section 5.7 Agricultural Goals, Objectives, and Policies**

### A. Goal

Preserve agricultural lands where appropriate, and maintain local conditions that support the Town's agricultural economy.

### B. Objectives

1. Identify areas of Stockton with active agricultural operations.
2. Encourage agricultural practices that protect air, soil, water and wildlife resources, and reduce farm/non-farm conflicts.
3. Promote agriculture that is appropriate with existing topography and which protects the quality of surface and groundwater resources, including minimizing the loss of soil or agricultural chemicals to ground and surface water, as well as, the proper location and maintenance of on-site sewage systems associated with residential development.
4. Support farmers who identify niche markets suitable for their operations.

### C. Policies

1. The Town will use some type of land assessment tool to evaluate agricultural lands within its boundaries prior to the first plan update.

2. Support the Right-to-Farm laws (Wis. Stat. 823.08) and agricultural operations from nuisance claims by working with organizations and agencies to educate the public regarding operations and activities of the agricultural community and expectations of living near or adjacent to agricultural uses (common agricultural practices, odor, noise, dust, etc.).
3. Work with Portage County Planning and Zoning and the Portage County Board of Adjustments to support new and existing agricultural operations and their practices within the zoning limits.
4. Encourage and promote lot density and/or cluster development to help preserve agricultural operations and rural character of the Town.
5. Encourage farmers to work with agencies and organizations to develop and implement farm plans, procedures and Best Management Practices that help protect surface and groundwater, riparian lands and minimize field and feedlot runoff into surface waters.
6. Support farmers participating in the farmland preservation program to have their land classified exclusive agriculture, consistent with state law.
7. Encourage growth in small-scale and organic vegetable production by supporting community supported agriculture (CSA) and other direct sales of vegetables (i.e. fresh produce stands).

## **Section 5.5 Natural Resources Inventory**

Natural resources in the Town serve as the foundation for resident's physical and economic well-being – from groundwater quality to land suitability for agricultural, residential, or commercial development. According to the results of the 2001 Comprehensive Planning and Zoning Survey, Town residents favored managing the natural resources that support and sustain them.

This section will describe the existing natural resources inventory and state the issues, goals, objectives, and policies that were identified by the Town of Stockton Smart Growth Committee, open meeting process, public participation and adopted by the Town of Stockton Plan Commission, and Town Board.

### **A. Geomorphology**

The land surface in the Town of Stockton has been shaped largely by glacial activity. During the glacial age, the continental ice sheet advanced across the eastern half of the Town, moving in a southerly and westerly direction. Minor advances and retreats of the ice front formed as series of north-south moraines, as ice-transported sediments were dumped near the forward edge of the ice sheets. These moraines are comprised of a wide variety of unsorted materials picked up by the advancing ice sheets, some from local bedrock and some from areas further east. The Arnott moraine marks the western limit of glacial advance in the Town. The other major moraine is the Hancock moraine locally known as Custer Ridge.

As the ice sheets eventually retreated, massive volumes of melt water flowed westward, toward the Wisconsin River. The moraines acted as dams, creating temporary reservoirs for the large volumes of sediments carried by the melt waters. The melt waters eventually cut channels through the various moraines, which acted as drainage outlets. Thus, sand and gravel were deposited to the west of each moraine, creating a series of outwash plains. In some areas, portions of the moraines were partially buried by outwash deposits.

In contrast to the well-sorted and stratified sand and gravel of the western outwash plains, the eastern half of the Town is comprised of unsorted deposits, known as till. This till was deposited directly by glacial ice sheets and consists of clay, sand, gravel, and boulders, all intermingled. Soils in the Town can be grouped into six soil associations:

- Richford-Rosholt-Billett Association: Well-drained, nearly level to gently sloping soils, occurring in the western half of the Town. These soils are formed in glacial outwash plains of sand and gravel. Most of this association is used for irrigated vegetable crop production.
- Kranski-Coloma-Mecan Association: Deep, excessively drained soils, occurring on hills and moraines in the central part of the Town. These soils are formed in deep sand or glacial till. Soils of this association are used for crops and pasture, or woodlands on the steeper slopes.
- Wyocena-Rosholt-Mosinee Association: Well-drained, gently to very steeply sloping soils, occurring in the northeast and southeast parts of the Town. These soils are formed in loamy deposits and glacial till or outwash. This association is used for crops, or pasture and woodlands on the steeper slopes.
- Point-Dancy-Mosinee Association: Well-drained to somewhat poorly drained, gently sloping soils, occurring along the Arnott moraine in the western part of the Town. They are formed in loamy deposits and materials weathered from underlying rock. Most of these soils are used as woodlands.
- Roscommon-Meehan-Markey Association: Poorly to very poorly drained, nearly level soils, occurring in the northwest part of the Town, in conjunction with the Jordan Marsh. These soils are formed in loamy or organic materials over sand. Most of this association is used for wildlife habitat or has been drained for crops.
- Markey-Seelyeville-Catho Association: Very poorly drained, nearly level soils that formed in organic deposits over sandy and loamy deposits.

Soil testing by a certified soil tester is strongly recommended for more detailed, site-specific information.

## B. Surface Water, Wetlands, and Flood plains (Map 5.4)

### 1. Surface Water

The major surface water bodies that are present in the Town of Stockton are Lake Thomas, Bear Lake, and Adams Lake. These lakes are located in the southeastern part of the Town. Other surface water features in the Town include Bear Creek, Little Plover River, Lost Creek and Tomorrow River.

A recent two year study of 29 water bodies in Portage County was conducted by the University of Wisconsin-Stevens Point and the Portage County Land Conservation Office. Three lakes in the town of Stockton were studied including Lake Thomas, Bear Lake and Adams Lake. Key information is listed below. Additional details on these lakes can be obtained from the Stockton Town Hall office as well as from the above-mentioned agencies.

Lake Thomas and Bear Lake are classified as shallow soft water seepage lakes. Water enters Lake Thomas and Bear Lake from groundwater, runoff and precipitation. Water exits the

lakes to groundwater. The fluctuation of the groundwater table significantly impacts the water level in these lakes. Shallow lakes are considered Wisconsin gems due to their unique aquatic life. Soft water seepage lakes are more susceptible to runoff contamination since they have no river system coming into or going out of it.

Adams Lake is a drainage lake; water enters Adams Lake from groundwater, one intermittent inlet on the north side of the lake, runoff and precipitation. Water exits Adams Lake through the outlet (Bear Creek) at the east end of the lake and through groundwater.

These lakes are becoming eutrophic due to increased nutrients from runoff and stirred up phosphorous rich sediment. Water clarity is poor. Eutrophic lakes become weedy and/or have frequent algae blooms. Winterkill of fish is much more common under these conditions.

To maintain health of these shallow lakes, they need different management than deep-water lakes. Boat traffic can damage plant beds that protect the quality of shallow lakes. Damage is direct due to cutting and tearing out of plant material with propellers or indirect via stirring up the lake sediment that clouds water and reduces light to plant growth. Shallow lakes need large areas of appropriate vegetation to remain healthy. Large scale harvesting of plants and chemical treatment of plants can damage shallow lakes much more than a deep lake. Shallow lakes are not appropriate for high-speed recreation or large boat motors even at wake speeds. As sediment is re-suspended, phosphorus that was absorbed by sediment particles become available for plant use and studies have shown an increase in algae and nuisance levels of aquatic plant growth. Eurasian Water Milfoil is overtaking Lake Thomas, according to the studies. In 2005-2006, the Town of Stockton worked with the DNR and Golden Sands to plant weevils in Lake Thomas to eradicate Eurasian Water Milfoil. The project was funded for two years, but the area covered was too small to make a sufficient difference in the aquatic plant growth. At Bear Lake, a chemical application was done for two years, and had a very effective removal rate of the Eurasian Water Milfoil from the lake. DNR and the County Land Conservation Department are available for assistance.

The Town of Stockton is located within the Waupaca River, Plover and Little Plover River, watersheds. A watershed can be defined as interconnected areas of land draining from surrounding ridge tops to a common point such as a lake or stream junction with a neighboring land area. Fluctuations in surface water elevations are more evident in Stockton due in part to its close proximity to the groundwater divide.

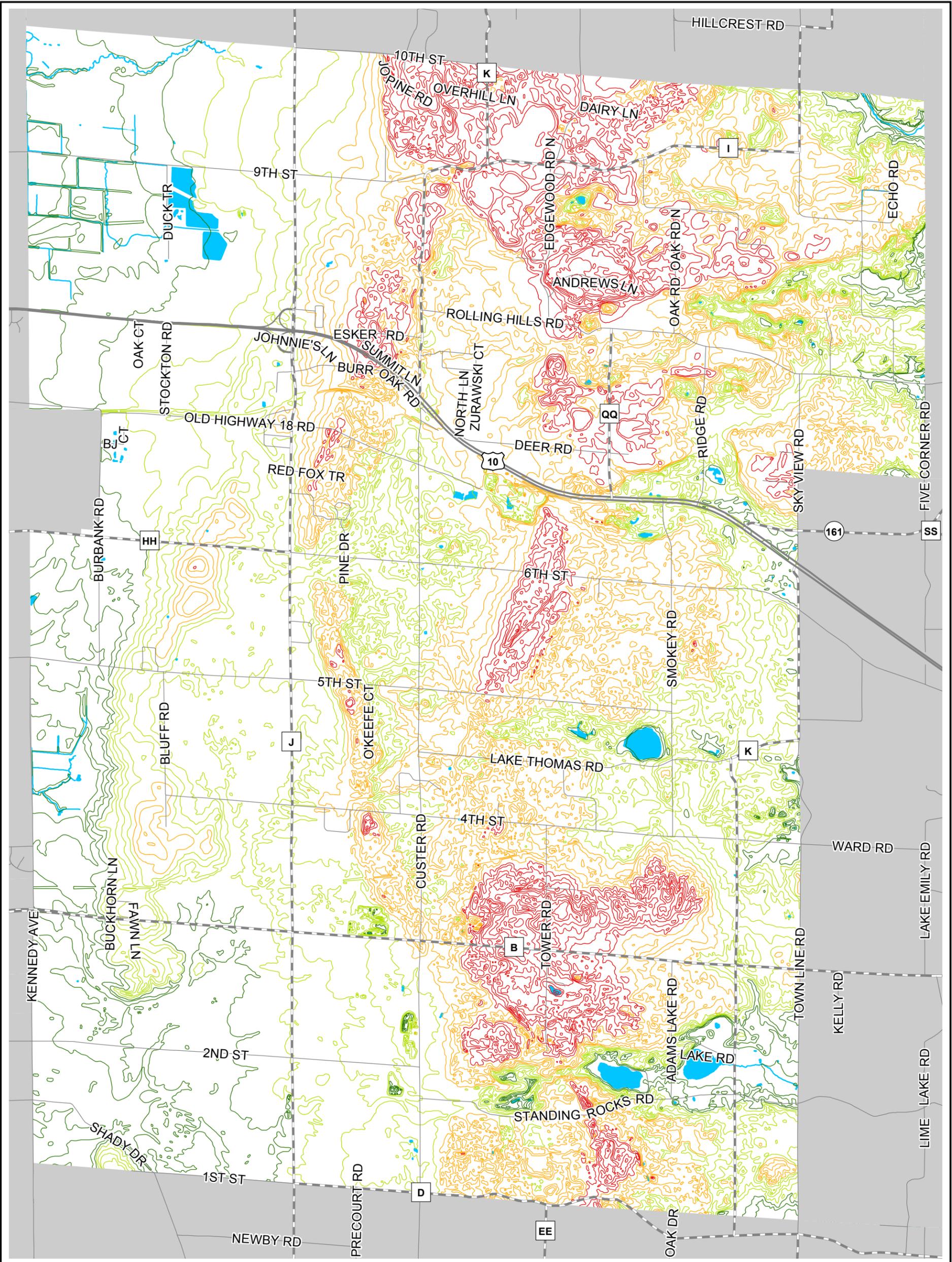
## 2. Wetlands

Wetlands are areas covered by shallow water or subject to intermittent flooding and slow drainage. Wetlands provide habitat for wildlife, reduce runoff and soil erosion, help maintain the water quality of nearby lakes and streams, and play an important role in the groundwater regime. Certain wetlands can also be productive for farming with improvements such as drainage, or can be developed for cranberry production with improvements such as ditching and flooding.

Based on wetland inventory mapping completed by the Department of Natural Resources (DNR) in 1983, there are approximately 1,000 acres of wetlands in the Town of Stockton. The majorities of these wetlands are forested or have a scrub-type vegetative cover. The largest concentration of wetlands is located in the northwest corner of the Town, associated with the Jordan Marsh. Other significant wetlands are located along the Little Plover River and Bear Creek.



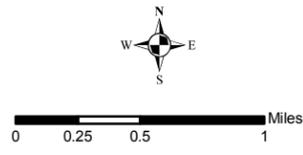




# Map 5.3 Topography

**Elevation (in Feet)**

- 1080.000 - 1125.000
- 1125.001 - 1160.000
- 1160.001 - 1200.000
- 1200.001 - 1280.000



Source: Portage County Planning & Zoning (2016)  
U.S. Geological Survey (1967-1971)

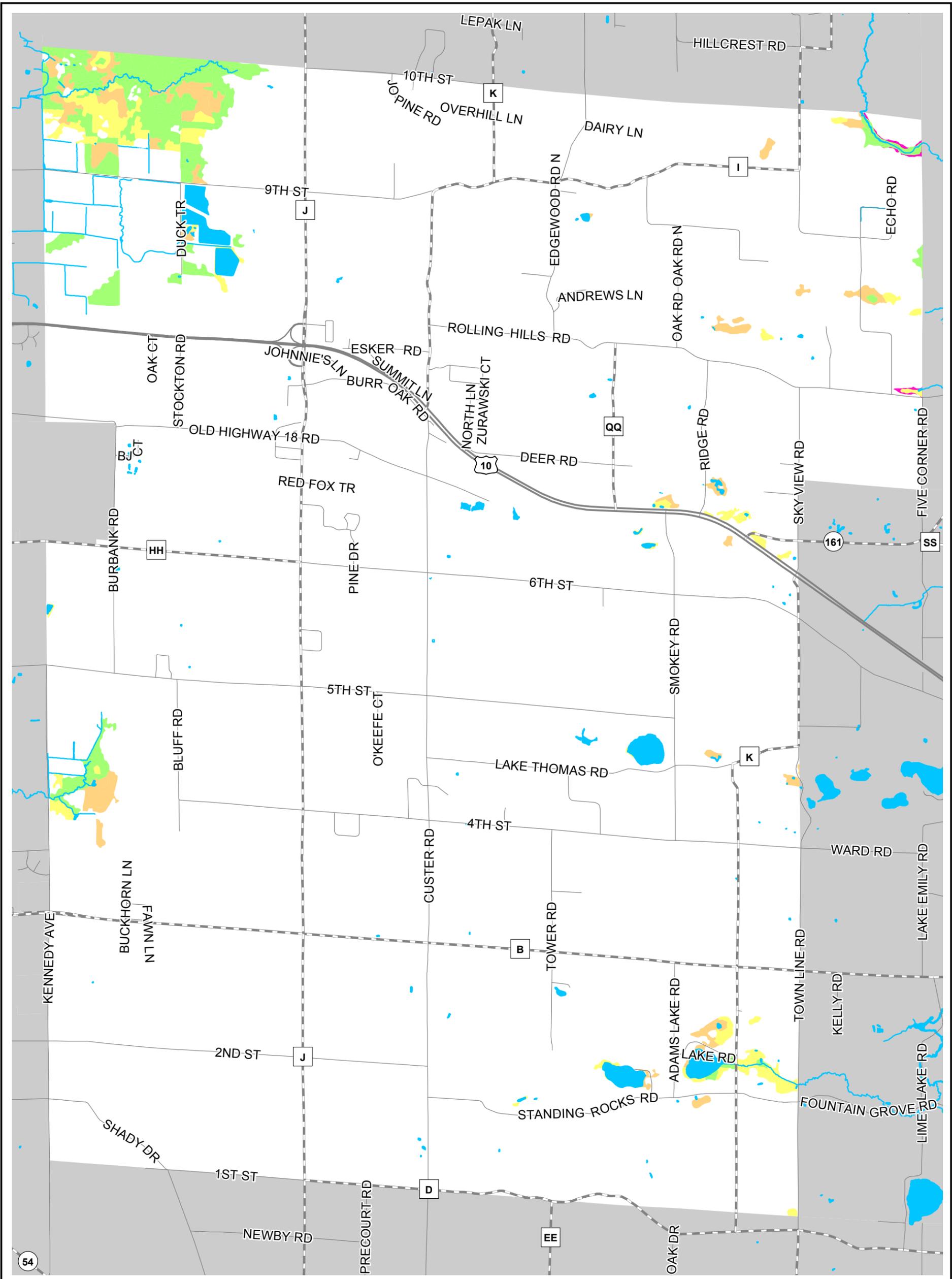
Map Printed: April 4, 2016

## Town of Stockton Comprehensive Plan



Portage County  
Planning & Zoning  
1462 Strongs Ave.  
Stevens Point, WI 54481





**Map 5.4  
Wetlands  
&  
Floodplain**

- Wetlands**
- Emergent/Wet Meadow
  - Scrub/Shrub
  - Forested
- Floodplain**
- 100 Year Floodplain

Source: Portage County Planning & Zoning (2016)  
DNR - Wisconsin Wetland Inventory (1986)  
Federal Emergency Management Agency (2009)

Map Printed: April 4, 2016

**Town of Stockton  
Comprehensive Plan**

Portage County  
Planning & Zoning  
1462 Strongs Ave.  
Stevens Point, WI 54481



Below is a description of the general types of wetlands in the Town of Stockton:

- Forested wetlands: includes bogs and forested floodplain complexes that are characterized by trees 20 feet or more in height such as, tamarack, white cedar, black spruce, elm, black ash, and silver maple.
- Scrub/shrub wetlands: These wetlands, which include bogs and alder thickets, are characterized by wood shrubs and small trees such as tag aster, bog birch, willow and dogwood.
- Emergent/wet meadow consists of areas that may have saturated soils more often than having standing water. Vegetation includes sedges, grasses and reeds as dominant plants, but may also include blue flag iris, milkweed, sneezeweed, mint and several species of goldenrod and aster.

Approximately 55% of the wetlands in the Town are regulated/protected under Portage County's Zoning Ordinances, either by the Shoreland-Wetland District\* or by the Conservation District. The remaining 45% of the wetlands in the Town are currently unprotected by either of these zoning districts.

\* Note: Portage County's Shoreland/Wetland Zoning Ordinance regulates the use of certain wetlands in the Town, as mandated by Wisconsin Administration Code NR115. This Ordinance regulates only those wetlands within 300 feet of navigable rivers and streams (or to the landward side of the flood plain), and within 1,000 feet of navigable lakes, ponds and flowages. The U.S. Army Corps of Engineers also regulates the use of numerous wetlands, under Federal authority.

### 3. Floodplains

A floodplain is the land area immediately adjoining a stream, which periodically stores or carries flood waters. In addition to this vital role, floodplains often provide valuable wildlife habitat. A floodplain is comprised of the flood fringe and the floodway. During a regional flood, the flood fringe is the area of standing water, while the floodway is the area of rapidly flowing water. The only floodplain in the Town of Stockton is limited to a narrow corridor of flood fringe, along the Tomorrow River. There is no designated floodway within the Town.

Floodplain development in Portage County is regulated in accordance with Wisconsin Administration Code NR 116 and the County's Floodplain Zoning Ordinance. These regulations allow certain types of construction within the flood fringe under specific conditions, but prohibit new construction within the floodway.

### C. Groundwater

All Town residential water use comes from groundwater sources, and therefore protection of this resource for quantity and quality is vital. Depth to water table, soil texture and permeability all play a role in determining the negative effects near-surface pollutants may have on water quality.

The sand and gravel aquifer of the sand plain region of Central Wisconsin provides one of the most abundant sources of groundwater in the State. The aquifer potential throughout most of the Town of Stockton is estimated at more than 1,000 gallons per minute. Large volumes of groundwater are utilized by area farmers for irrigated vegetable crop production. Pumping from

large wells may result in a drawdown of the water table and dry up streams and wetlands, which occurred on the Little Plover River in 2005 and 2006.

Groundwater quality is a major concern throughout Portage County. There are many potential causes of groundwater pollution, including contaminants from municipal, agricultural, industrial and residential sources. The sand plain region is particularly vulnerable to groundwater contamination because of the coarse-textured, highly permeable soils, which allow pollutants to leach downward into the groundwater. Agricultural irrigation increases the rate of leaching.

While groundwater contamination has been most evident in areas immediately adjacent to pollution sources, more distant aquifers down-gradient from pollution sources are also susceptible to contamination due to the transfer of pollutants via groundwater movement. Pollutants travel in long plumes from contamination sites to discharge in a well or surface water body.

National and local research, including the County's Groundwater Management Plan, indicates lot size is a critical factor in preventing groundwater pollution from on-site sewage systems. Specifically, the traditional ½ acre lots formerly used in many parts of Portage County in previous years have been found to provide insufficient area to prevent degradation of groundwater quality. **Larger lot sizes of approximately two acres are needed to minimize potential problems in the future.** On average the nitrate nitrogen discharged from a single family private sewage system can contaminate the groundwater up to the health standard beneath a 1¾ acre lot.

Groundwater contamination resulting from agricultural chemicals and fertilizers can be reduced through the use of farming techniques, frequently referred to as “Best Management Practices” (BMP's). However, research has determined that these BMP's may not be adequate to reduce contaminants below the Environmental Protection Agency (EPA) maximum contaminant levels. The Wellhead Protection Map 5.5 identifies the approximate boundaries of those municipal well recharge areas that extend into the Town of Stockton. The recharge area for a particular well field is the area of the aquifer that contains all the groundwater which could eventually enter the well(s). Major portions of the well recharge areas for the City of Stevens Point and the Villages of Plover, Whiting and Amherst lie within the Town of Stockton. **Thus, land use activities in the Town may have a direct or indirect impact on the public drinking water supplies for over 50% of the County's residents.**

The various recharge areas have been further defined in terms of “Time of Travel” (TOT) distances. TOT's reflect the distance a contaminant can travel in a given period of time, and are useful in identifying lands within the recharge areas for wellhead protection purposes. The shorter the TOT, the greater the need to protect that area. The immediate area around a well field, commonly known as the cone of depression, requires the highest degree of protection. The second highest priority for wellhead protection is generally assigned to the 5 year TOT.

Portage County, in conjunction with its various municipalities, has adopted a Wellhead Protection Ordinance, which is used to protect municipal well recharge areas. In addition, the City of Stevens Point, the Village of Plover, and the Village of Whiting have purchased specific lands within their 5 year TOT to protect their well fields.

All current and future land uses in the Town of Stockton depend on a supply of usable groundwater. While quantity available is of primary importance to the irrigated agricultural and sand and gravel extraction sectors, adequate quantities of low contaminant drinking water are necessary for all other developments.





## 1. Nitrates (from County Water Quality Specialist Ray Schmidt)

The most frequently occurring and widespread groundwater problem in the Town of Stockton is the presence of elevated levels of nitrates in private wells. Recent studies suggest that intensive agricultural activities are responsible for the highest nitrogen concentrations, but that in localized areas septic tanks and residential fertilization also contribute significantly to the problem. Contamination of municipal wells has also occurred in the Villages of Plover, Whiting, and Amherst.

Several areas of the Town, primarily west of County Road J, have historically shown high levels of nitrate nitrogen (NO<sub>3</sub>), above the 10 parts per million (ppm) drinking water standard, (see Map 5.6) and detectable levels of several pesticides. Approximately half of the wells in the Town have water quality results in the County database. The County database is a compilation of sample results from the County Lab, DNR Groundwater Retrieval Network (GRN) database, Department of Agriculture, Trade and Consumer Protection (DATCP) database, UWSP Environmental Task Force (now Water Environmental Analysis Lab (WEAL)) database.

Areas down-gradient from irrigated fields show the highest levels of NO<sub>3</sub>, with many wells above 30 parts per million. As areas not previously developed are converted to residential uses, drinking water quality becomes a primary concern. Since research has shown that in some areas it is impossible to grow certain crops (i.e. potatoes) without contaminating the groundwater above the NO<sub>3</sub> standard, it should be expected that high levels of NO<sub>3</sub> will be encountered in these areas. If development with private wells is allowed in these areas, drinking water treatment costs should be considered as part of any development proposal or plans.

Pesticide detects, usually those above health standards, are usually associated with higher NO<sub>3</sub> levels; NO<sub>3</sub> in groundwater is used as an indicator of pesticide presence in wells. The higher the NO<sub>3</sub> levels the greater the likelihood of pesticides in the wells.

## 2. Atrazine prohibition areas

The Wisconsin Department of Agriculture, Trade and Consumer Protection is responsible for protecting Wisconsin's groundwater from contamination by pesticides and fertilizers. Their authority to restrict the use of a pesticide that is contaminating groundwater at levels above health-based standards is found in the Wisconsin Groundwater Law, Chapter 160 of the Wisconsin Statutes, and by department rule in ATCP 31, Groundwater Protection Program.

The US Environmental Protection Agency is continuing to research the health effects of atrazine in water. At this time studies show that drinking water that contains atrazine will not cause immediate sickness or health problems (acute toxicity). However, consuming low levels of atrazine over time may cause health problems (chronic toxicity). The EPA is also concerned that atrazine may be an endocrine disruptor which can cause unintentional hormone-like activity in the body.

The rules for restricting the use of atrazine and other pesticides in Wisconsin are part of ATCP 30 - Pesticide Product Restrictions, and the County maps showing the locations of the prohibition areas can also be found in ATCP 30 - Appendix E.

Atrazine has been detected in some wells within the Town of Stockton but most fall below the preventive action limit (PAL) of 0.3 parts per billion (ppb), while none have been found

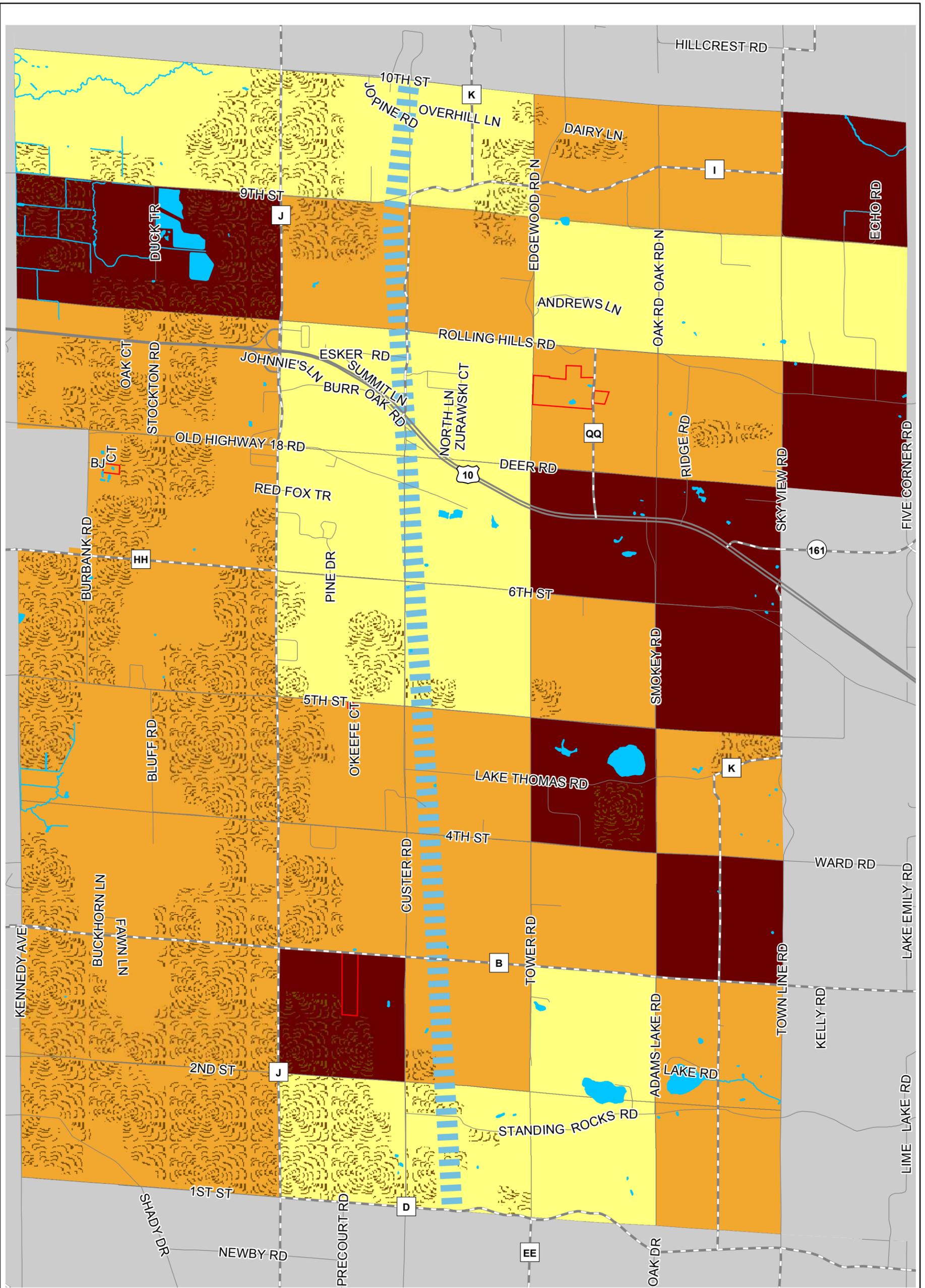
above the health standard of 3.0 ppb. A prohibition area has been defined within the Town due to excessive levels found in wells in neighboring Towns.

Approximately 640 acres of land in the northeastern portion of Town of Stockton are within the prohibition area for a well located in the Town of Sharon. (Map 5.7, Atrazine Prohibition Areas).

Groundwater follows subsurface gradients, in much the same way as surface water follows land contours. The highest subsurface gradient represents the groundwater divide, from which groundwater flows to opposite sides.

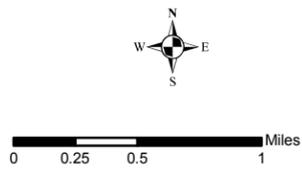
The groundwater divide for Portage County splits the Town of Stockton along a north-south line approximately one mile east of Cty Rd J, following the Hancock Moraine. Groundwater flows generally eastward and westward from this divide. The land east of the divide is part of a larger watershed where the groundwater flows primarily to the east and southeast, draining into Lake Michigan and eventually into the Atlantic Ocean. Groundwater west of the divide flows generally to the southwest into the Wisconsin River and eventually into the Gulf of Mexico. Knowing the direction of groundwater flow can be very helpful when determining proper siting of well and on-site waste systems.

Since fresh precipitation is introduced into the groundwater system near the divide, groundwater in this area will be the first to improve following more careful application of fertilizers and pesticides practiced in recent years. The areas down-gradient from irrigated fields that are farthest from the divide will likely take the longest to show improvements in NO<sub>3</sub> and pesticide levels.



Map 5.6  
Average Nitrate  
Concentration per  
Section

Average Nitrate Concentrations (ppm)	
	1.67 - 5.00
	5.01 - 10.00
	10.01 - 20.57
	Irrigated Ag Land
	Landfill
	Groundwater Divide



Source: Portage County Planning & Zoning (2016)  
Town Board Adopted: TBD

### Town of Stockton Comprehensive Plan



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#### D. Nonmetallic Mining Resources / Sand and Gravel Extraction

The central portion of the Town of Stockton contains a large, high-quality supply of sand and gravel (See Map 5.8). This has resulted in numerous sand and gravel extraction operations in the Town over many years. It is currently estimated that 8 of 11 major pits in Portage County, either currently active or intermittently active, are located in the Town of Stockton.

Readily accessible sources of sand and gravel are needed for roads and other types of construction. The Town of Stockton works with sand and gravel extraction operations to up keep and maintain roads to current industrial road standards. The gravel operations should work with the Town of Stockton and Portage County to maintain and beautify the boundaries of their extraction areas to keep down dust, noise, land use conflicts, and for safety reasons as well as reclaim the spent portions of their pits according to NR 135.

Sand and gravel extraction operations are regulated under the County’s Zoning Ordinance as special exception uses in the Agricultural and Industrial Districts. Special exceptions uses require a public hearing before the County’s Board of Adjustment, at which time specific conditions of operation are typically applied to the proposed use. The Stockton Town Board has been proactive in recommending more stringent conditions of operation to the Board of Adjustment than have traditionally been required.

As part of NR 135, Wisconsin Administrative Code, Portage County adopted a Nonmetallic Mining Reclamation Ordinance in June of 2001. The purpose is to establish a local program to ensure the effective reclamation on nonmetallic mining sites. Please see Ordinance for complete detail. Table 5.2 below is a listing of nonmetallic mining operations in the Town of Stockton, along with date of their reclamation plan. The Town currently has about 750 acres of active nonmetallic mining operations.

Table 5.2: Town of Stockton Nonmetallic Mining Operations

Owner / Name of Pit	Operator	Reclamation Plan	Acres
Sonnentag Family Limited Partnership / Custer pit*	County Concrete Cooperation	May 2004	97
DL Gasser Construction / Gaser Pit	Milestone Materials	March 25, 2004	80
Portage County Highway Department**	Portage County Highway Department	----	----
Mathy Construction / Sommers Pit	Milestone Materials	March 31, 2004	94
Larry Stuczynski	Stuczynski Trucking and Excavating Inc.	May 28, 2004	135
Wimme Sand and Gravel Inc.	Wimme Sand and Gravel Inc.	May 20, 2004	260
Jerold Fahner	Jentex Group LLC	November 25, 2003	30
E A Perzinski and Sons	Milestone Materials	October 31, 2003	54

Source: Portage County Planning and Zoning Department

\* County Concrete owns and operates 370 acres, current operations are limited to 97 acres

\*\*Currently not active / no permit required

## E. Wildlife Habitat and Forested Areas

When people think about wildlife, birds, fish, and mammals most likely come to mind. It is important, however, to consider all organisms that make up an ecosystem in order for that system to continue providing the maximum benefit to humans and the environment. Town residents recognize the fact that human beings play a role in protecting or restoring, as well as, degrading or destroying wildlife and its habitat. They also recognize that it will be very difficult to preserve all ecosystems in the Town from human encroachment or interaction.

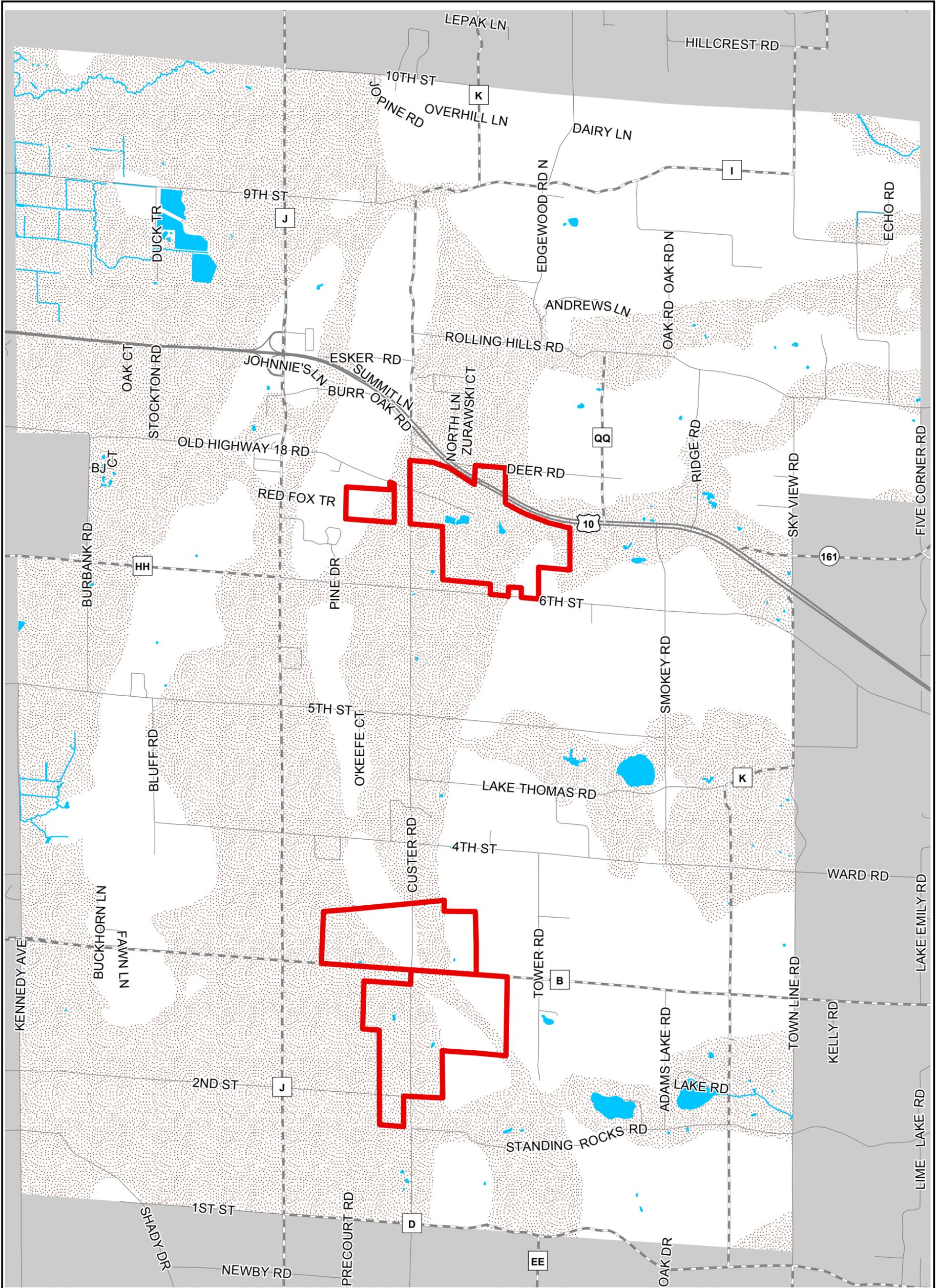
The biggest threats to wildlife are loss of habitat quality and quantity. These threats can be attributed primarily to fragmentation, invasive species, and pollution. Fragmentation refers to the loss of large, contiguous sections of land through land splits into smaller parts. Invasive species, both plant and animal, tend to out compete or prey on native species also altering the native ecosystem. Pollution can lead to habitat degradation and cause birth defects and increased mortality rates in animal species. Habitat areas are important for providing food and cover for nesting, brooding, and sheltering. Farmland is one type of habitat that also provides food, as well as travel corridors between wetlands and woodlands.

Woodlands, forested lands, and herbaceous cover and shrub lands, account for a large percentage of land which is identified as wetlands as described earlier in this chapter. Loss of these habitat types can threaten the viability of certain species. Woodlands that exist now are primarily due to an inability to sustain successful agricultural practices. See Map 5.9.

Options for landowners to protect habitat can be accomplished by working with a land trust to place a conservation easement on the property. The easement is usually donated but it can be purchased through the WI Stewardship Fund or other resources. For more information contact the local land trust (North Central Conservancy Trust) or the WI Department of Natural Resources.

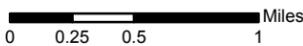
### 1. Threatened and Endangered Species

Known rare and endangered animal species identified by the Wisconsin Natural Heritage Inventory (NHI) that are located within the Town of Stockton include a number of species. Please see the Department of Natural Resources web page for a detailed listing of species (<http://dnr.wi.gov/org/land/er/>). Some or all of these species may be located within the Town of Stockton.



**Map 5.8**  
**Nonmetallic Mining**  
**Operations**  
**&**  
**Sand/Gravel Deposits**

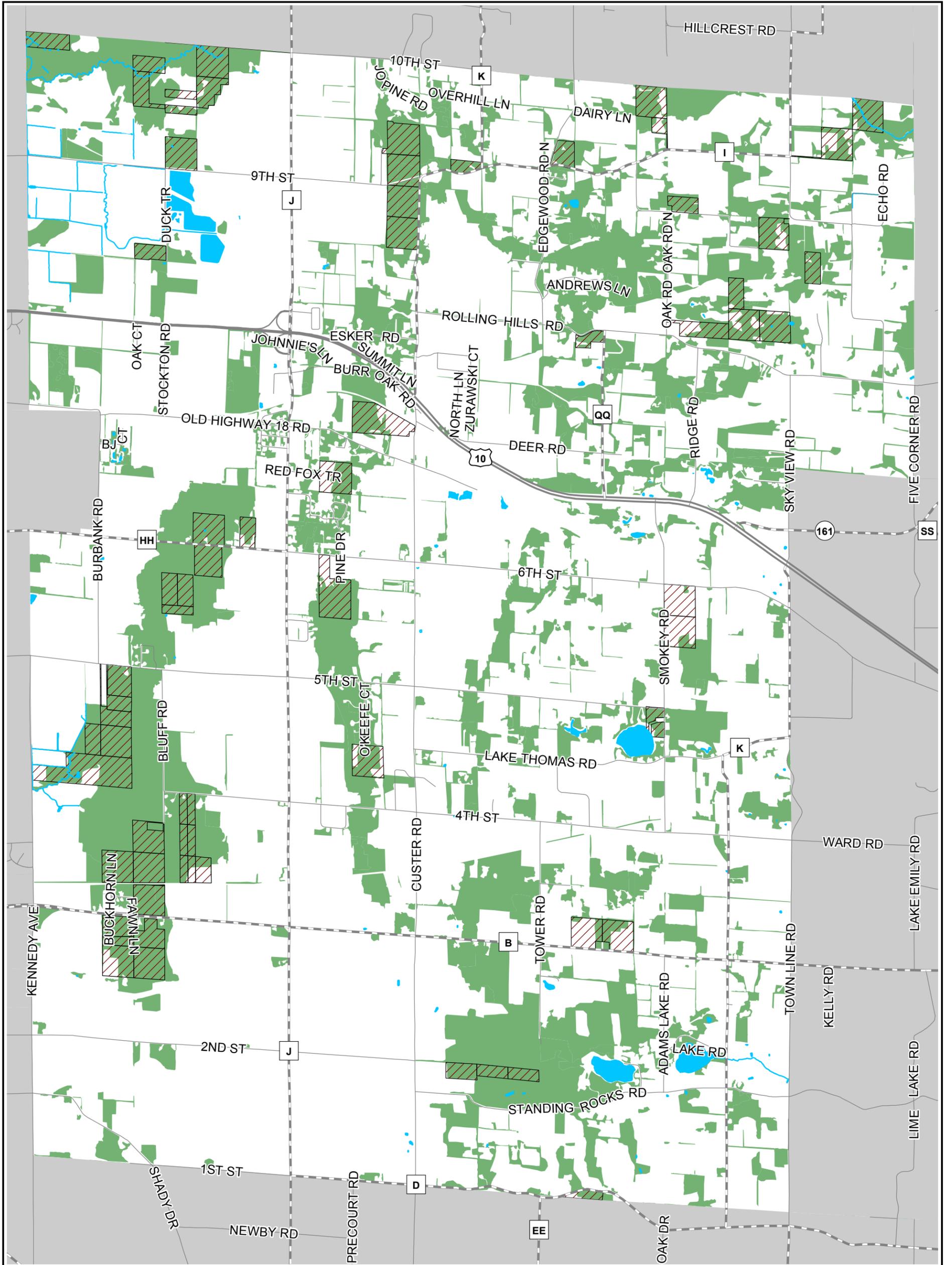
-  Nonmetallic Mining Operations
-  Generalized Areas of Potential Deposits

  
  
 Source: Portage County Planning & Zoning (2016)  
 Wisconsin Geological and Natural History  
 Survey Map 86-6a  
 Map Printed: April 4, 2016

**Town of Stockton**  
**Comprehensive Plan**


 Portage County  
 Planning & Zoning  
 1462 Strongs Ave.  
 Stevens Point, WI 54481

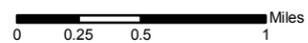




Map 5.9  
Forested Land

-  Managed Forest Land\*
-  Forested Land

\*The entire parcel is shown, however, only the wooded portion of each parcel is included in the MFL program



Source: Portage County Planning & Zoning (2016)  
Map Printed: April 4, 2016

**Town of Stockton  
Comprehensive Plan**



Portage County  
Planning & Zoning  
1462 Strongs Ave.  
Stevens Point, WI 54481



## F. Air Quality

The following information comes from the WI DNR and the Environmental Protection Agency:

A few common air pollutants are found all over the United States. These pollutants can injure health; harm the environment and cause property damage. The Environmental Protection Agency calls these pollutants criteria air pollutants because the agency has regulated them by first developing health-based criteria (science-based guidelines) as the basis for setting permissible levels. These pollutants include: ozone, nitrogen dioxide, sulfur dioxide, carbon monoxide, particulate matter, and lead.

One set of limits (primary standard) is designed to protect public health, including the health of "sensitive" populations such as asthmatics, children, and the elderly; another set of limits (secondary standard) is intended to protect public welfare, including protection against decreased visibility and damage to animals, crops, vegetation, and buildings. A geographic area that meets or does better than the primary standard is called an attainment area; areas that don't meet the primary standard are called no attainment areas.

All of Portage County including the Town of Stockton is listed as an attainment area by WI DNR.

## G. Natural Resources Programs & Potential Preservation Sites

### 1. Portage County Land Preservation Fund (PCLPF)

This county fund was established in fall of 2003 to identify and protect natural, cultural, historic and/or agricultural areas in Portage County. Land can be preserved through donations, conservation easements or land purchase. The PCLPF Committee reviews applications on a regular basis for funding and sends recommendations to the Portage County Parks Committee for final approval. Contact: Portage County Parks Director at 715-346-1433.

### 2. Land Legacy Fund of Portage County

The Land Legacy Fund was established in the fall of 2004 as a private fund within the Community Foundation of Portage County. The primary purpose of the fund is to supplement and complement the activities of Portage County's Land Preservation Fund to identify and protect natural, cultural, historic, and/or agricultural areas in Portage County by acquiring land and/or conservation easements. The secondary purpose is to work with other organizations in or near Portage County to purchase land and conservation easements that protect natural, cultural, historic and/or agricultural areas in or near Portage County. Contact The Community Foundation of Portage County at 715-342-4454.

### 3. Plover River Alliance

The Plover River Alliance is a private non-profit organization and fund working to preserve the Plover River in Portage County through conservation easement donations or purchases. They work with landowners to create permanent buffer strips of 300 ft. or more. They have secured funds from private sources and from the Wisconsin Stewardship Fund. Contact The Community Foundation of Portage County at 715-342-4454.

#### 4. Wisconsin Stewardship Fund

The Wisconsin Stewardship Program was established in 1989 to preserve significant land and water resources for future generations and to provide the land base and recreational facilities needed for quality outdoor experiences. The fund acquires land and easements for conservation and recreation purposes, developing and improving recreational facilities and restoring wildlife habitat. The fund provides 50% match grants to local governments and non-profit organizations for eligible projects. Contact for the West Central Region is in Rhinelander: 715-365-8955. The Nonprofit Grant Manager is in Madison at 608-267-0496.

#### 5. Partners in Wildlife

The Wisconsin Karner Blue Butterfly Habitat Conservation Plan (HCP), approved in September 1999, guides the management and monitoring of Karner blue butterfly occupied land in Wisconsin. The HCP is based on a legal agreement between the U.S. Fish and Wildlife Service, the Wisconsin DNR, and an array of public and private land managers. Cost sharing is available up to 100% for approved habitat restoration. Contact: WI DNR Landowner Contact Specialist 608-334-2967 or the U.S. Fish & Wildlife Service, Endangered Species Coordinator, Green Bay at 920-465-7415.

#### 6. North Central Conservancy Trust

The North Central Conservancy Trust (NCCT), established in..., is a community-based nonprofit land conservation organization that works with local landowners in Marathon, Portage, Wood, Adams, Waushara, Lincoln, and surrounding counties to protect and preserve the natural resources of their property. Their goal is to help reserve significant portions of this natural heritage for the benefit of present and future generations.

#### 7. Frank Hornberg Chapter of the Trout Unlimited

Founded in 1992, representing the cold-water resources of Portage and Wood Counties, the chapter's primary focus is restoring and enhancing trout habitat in our area. The membership is comprised of men and women from all walks of life who share an interest in cold water fisheries and the improvement of these delicate resources. Reversing the degradation that has affected many of our trout streams has always been the primary focus of this group.

Since its formation, the chapter has been actively engaged in direct, hands-on stream restoration projects. These efforts have brought about tremendous positive changes on sections of a number of trout streams in central Wisconsin. The chapter has been widely recognized for its accomplishments in cold water conservation and has been presented with awards from the Wisconsin Council of Trout Unlimited as well as the Wisconsin Department of Natural Resources.

The chapter has worked closely with other conservation and environmental organizations, working to protect our natural resources not only at the local level but at the broader, state level as well.

### **Section 5.6 Natural Resources Issues**

- A. In 2001 a County-wide survey of resident's attitudes was completed by the Portage County Planning and Zoning Department. The Town of Stockton survey results, in their entirety, are included in Appendix B; the following are Stockton survey responses related to Natural Resources.

**Survey Question 19:** City/Village/Town should make an effort to identify and protect the following:

	Agree/Strongly Agree	Disagree/Strongly Disagree
19a. Woodlands	83%	4%
19b. Wetlands and Floodplains	80%	5%
19c. Open Spaces	64%	7%
19d. Lakes, rivers and streams	92%	2%
19e. Endangered species habitat	75%	8%
19f. Parkland, existing and future	76%	6%

B. Natural resources are important to the residents of the Town of Stockton. The following natural resources issues were identified through Public Hearings, Open Meetings, the planning process, by Town Committees and volunteer working groups.

1. How can shallow, soft water lakes' and other lakes' health be protected?
2. How can the headwaters of the Little Plover and Tomorrow River watershed be protected?
3. Excessive groundwater draws can lower surface water levels. How can surface water levels be maintained while accommodating human activity?
4. How can forest owners be made aware of options for land management?
5. Regulation of deer population to prevent excessive damage.

**Section 5.7 Natural Resources Goals, Objectives, and Policies**

A. Goals

1. Identify natural resources throughout the Town.
2. Utilize partnership efforts to protect and enhance natural resources in the Town.

B. Objectives

1. Encourage landowners to use accepted best management practices to protect air, soil, water and wildlife resources.
2. Work towards preservation of environmental resources.
3. Encourage cooperation with Portage County, UW Extension, and DNR to provide educational materials relating to natural resource management.
4. Work together with public and private organizations to protect unique resources in the town.
5. Gravel pits to cooperate with the Town and Portage County for reclamation.

C. Policies

1. Encourage agricultural operations to work with private, government and educational organizations to develop farm plans and procedures that minimize field and feedlot runoff into surface waters.
2. Follow setbacks and use buffers along surface waters for agricultural activities and development as set forth in State Statues.
3. Support the use of retention ponds, buffer strips and other techniques to minimize run-off into surface waters from new developments.

4. Utilize the Conservancy Zoning District to protect important or fragile environmental areas, including navigable lakes and streams, shorelands, wetlands, flood plains and publicly owned lands used for recreation and wildlife management purposes.
5. Maintain rural atmosphere by promoting cluster housing development and density zoning.
6. Monitor non-metallic mining operations through Portage County Ordinances.
7. Support a tipping fee for non-metallic mining operations in the Town for general revenue and infrastructure maintenance.
8. Cooperate with the County and adjoining communities to protect municipal wellhead recharge areas which lie within the Town of Stockton.
9. Work with WiDNR and UW Extension to educate residents, landowners and business about issues threatening the environment.
10. Work with County to educate residents about proper care of septic systems to reduce failure and potential groundwater contamination and support the County 3-year pump ordinance.
11. Work with local land trusts, the Portage County Land Preservation Fund, Land Legacy Fund of Portage County and other funding resources in preserving unique areas in the Town.
12. Work with other governmental units to help prevent spread of invasive plant and animal species and plant and animal diseases.
13. Work with WiDNR and other organizations to help maintain or enhance fish habitat and lake water quality.

## **Section 5.8 Cultural Resources**

Cultural and historic resources often help link the past with the present and can give a community a sense of place or identity. These resources can include historic buildings and structures along with ancient and archeological sites.

Burial sites are one example of a resource that can add to a community's sense of history as well as provide a great deal of genealogical information. Formally catalogued burial sites are protected from disturbance in Wisconsin and are given tax treatment equal to that of operating cemeteries.

### **A. Cultural and Historic Resources Inventory**

Information regarding cultural and historic resources in the Town is constrained by limited financial and human resources. The Town of Stockton has been funding a local residential historian who has been compiling town stories, histories, and photographs. These items are being stored in the old Town Hall (northwest corner of 6<sup>th</sup> and Custer Rd) and the new Town Hall. See these records for a compilation of Town historical sites, cultural history and Town development since its formation.

#### **Town of Stockton Anniversary Celebration Committee**

In August 2005, a group of citizen volunteers came together as the Anniversary Celebration Committee, and began planning a celebration for the Town of Stockton's 150<sup>th</sup> birthday. The product of their labors was a 50+ page book of photos and stories describing the Town's

history, milestones and personalities. To accomplish this, the Committee referenced a diverse number of sources: books, newspapers, Town records, University of Wisconsin – Stevens Point archives, Portage County Historical Society, federal census information, college papers, internet records, and personal memories gathered from current and former residents. Copies of the book are available for purchase at the Stockton Town Hall.

A wide range of historic properties have been documented that help create Wisconsin's distinct cultural landscape. Descriptions of existing locations are identified on the list of historic places by the Wisconsin Historical Society. Keep in mind many of the properties included in this inventory are privately owned and not necessarily open to the public, so please respect the rights of private property owners.

Another source of information comes from the National and State Register of Historic Places. There are currently fourteen sites listed throughout Portage County, however, none of them are located in the Town.

### B. Cultural Resource Programs

The Wisconsin Historical Records Advisory Board (WHRAB) works in association with the Wisconsin Historical Society. The Board's activity falls primarily into three areas: it provides guidance and assistance to archives and records management programs in Wisconsin, promotes the value of historical records as keys to our cultural heritage and works through partnerships with statewide organizations whose purpose and goals support that end, and to bring federal grant funds to Wisconsin for improving access and preservation of historical records.

## **Section 5.9 Cultural Resource Issues**

A. In 2001 a County-wide survey of resident's attitudes was completed by the Portage County Planning and Zoning Department. The Town of Stockton survey results, in their entirety, are included in Appendix B; the following are Stockton survey responses related to Cultural Resources.

**Survey Question 19:** City/Village/Town should make an effort to identify and protect the following:

	Agree/Strongly Agree	Disagree/Strongly Disagree
19g. Historic and cultural resources	73%	6%

B. The following issues and concerns were identified through the planning process:

- Can the cultural and historical sites in the town be preserved if they are privately owned?

## **Section 5.10 Cultural Resource Goals, Objectives, and Policies**

### A. Goal

Identify the cultural and historic resources in the Town.

### B. Objective

Work with Portage County Historical Society, other organizations and area residents to encourage the identification of cultural and historic resources.

### C. Policy

Work with local historians to identify and preserve local Town histories.



## **CHAPTER 6 - ECONOMIC DEVELOPMENT**

66.1001 (2)(f) Wis. Stat:

**Economic Development element.** A compilation of objectives, policies, goals, maps and programs to promote the stabilization, retention or expansion of the economic base and quality employment opportunities in the local governmental unit, including an analysis of the labor force and economic base of the local governmental unit. The element shall assess categories or particular types of new businesses and industries that are desired by the local governmental unit. The element shall assess the local governmental unit's strengths and weaknesses with respect to attracting and retaining businesses and industries, and shall designate an adequate number of sites for such businesses and industries. The element shall also evaluate and promote the use of environmentally contaminated sites for commercial or industrial uses. The element shall also identify county, region and state economic development programs that apply to the local governmental unit.

### **Section 6.1 Introduction**

This element will present information about the economy within the Town of Stockton. Economic development, which can be defined as the type and level of business activity within an area, is often based on a combination of market forces, regulation, and the extent of local government encouragement. The Town of Stockton has historically been a rural community of primarily agricultural activity with a scattering of small-scale industrial and commercial uses.

This element concludes with goals, objectives, and policies to promote the stabilization, retention, or expansion of the economic base. County and State economic development information is included to help the Town identify potential opportunities that could be used to pursue appropriate economic development activities.

### **Section 6.2 Labor Force and Economic Base**

#### **A. Labor Force Analysis**

##### **1. Educational attainment**

As discussed in the Issues and Opportunities chapter of this plan, and illustrated by Table 1.5 of that chapter, the Town of Stockton has seen an increase in the percentage of its residents who have achieved a college degree (associate, bachelor, or graduate/professional degree).

##### **2. Earnings and Income**

Wages are not the only form of income that residents receive. "Total income" is defined by the U.S. Census as the sum of the amounts reported separately for wages, salary, commissions, bonuses, or tips; self-employment income from non-farm or farm businesses, including proprietorships and partnerships; interest, dividends, net rental income, royalty income, or income from estates and trusts; Social security or Railroad Retirement income; Supplemental Security Income (SSI); any public assistance or welfare payments from the state or local welfare office; retirement, survivor, or disability pensions; and any other source of income received regularly such as Veterans; (VA) payments, unemployment compensation, child support, or alimony. According to the 2010 American Community Survey, 997 (91.7%) Stockton households were classified as household with earnings; 218 (20.1%) were households with social security income; 171 (15.7%) were households that

received retirement income; 8 households received public assistance and 36 households (3.3%) had other types of income.

In order to better understand the existing wage-earning realities within the Town of Stockton, “earnings” data was considered to be more informative. “Earnings” are defined by the US Census Bureau as the algebraic sum of wages or salary income and net income from self-employment, representing the amount of income received regularly before deductions for personal income taxes, Social Security, bond purchases, union dues, Medicare deductions etc.

Table 6.1 compares mean (average) earnings, and mean household and per capita income, for households and individuals in communities within the Stockton area and Portage County overall. The Town of Stockton experienced a lower percentage increase than the County overall in mean earnings and mean household income between 1989 and 2010, but still maintains higher actual dollar amounts for all three categories.

**Table 6.1: Mean Earnings, Mean Household and Per Capita Income Comparison**

	Mean Earnings Per Household				Mean Income Per Household				Per Capita Income			
	1989	1999	2010	Change	1989	1999	2010	Change	1989	1999	2010	Change
T. Stockton	\$39,107	\$55,413	\$67,729	73%	\$38,599	\$58,001	\$71,309	85%	\$12,471	\$19,886	\$26,497	112%
T. Amherst	\$34,883	\$54,644	\$72,609	108%	\$36,120	\$63,172	\$71,547	98%	\$11,387	\$19,751	\$28,278	148%
T. Buena Vista	\$35,365	\$48,055	\$75,308	113%	\$36,182	\$51,832	\$75,580	109%	\$11,246	\$18,775	\$25,446	126%
T. Hull	\$38,797	\$58,893	\$72,969	88%	\$41,735	\$62,798	\$77,511	86%	\$14,004	\$22,433	\$30,718	119%
T. New Hope	\$34,645	\$51,461	\$67,397	95%	\$33,113	\$57,024	\$81,352	146%	\$11,289	\$21,334	\$32,115	184%
T. Sharon	\$39,142	\$59,087	\$67,134	72%	\$38,623	\$61,155	\$68,741	78%	\$12,895	\$21,073	\$27,735	115%
T. Plover	\$39,877	\$52,187	\$68,676	72%	\$41,315	\$56,495	\$76,337	85%	\$13,677	\$21,186	\$26,977	97%
Portage County	\$33,230	\$50,373	\$61,125	84%	\$33,184	\$52,102	\$62,396	88%	\$11,730	\$19,854	\$24,873	112%

Source: U.S. Census Bureau, 1990 and 2000 Census and 2006-2010 ACS

Mean earnings = total earnings / # h/holds with earnings; Mean income = total income / # h/holds with income

Table 1.7 of the Issues and Opportunities Chapter details changes in household income over the last 20 years, as reported in the US Census. In 2010, the median income for the Town of Stockton was \$63,646. This value was higher than that of both the County and State overall (\$51,456 and \$51,598 respectively).

### 3. Percent in Labor Force and Unemployment

Table 6.2 below examines labor force participation and employment percentages for the Town of Stockton, as described in the 2006-2010 American Community Survey. Age sixteen is considered to be the lower threshold for being eligible for employment. The Town had a 2010 labor participation rate of 78.8%, which was nearly 10% higher than the Portage County Average of 68.7%.

**Table 6.2: Employment Status by Percentage of Population 16 Years and Above**

	Town of Stockton	Town of Plover	Town of Amherst	Town of New Hope	Portage County	Wisconsin
<b>Population 16 Years +</b>	<b>2,230</b>	<b>1,421</b>	<b>1,098</b>	<b>583</b>	<b>56,472</b>	<b>4,458,387</b>
<b>Not in Labor Force</b> <i>% not in Labor Force</i>	<b>473</b> 21.20%	<b>317</b> 22.30%	<b>335</b> 30.50%	<b>194</b> 33.30%	<b>17,667</b> 31.30%	<b>1,379,922</b> 31.00%
<b>In Labor Force</b> <i>% In Labor Force</i>	<b>1,757</b> 78.80%	<b>1,104</b> 77.70%	<b>763</b> 69.50%	<b>389</b> 66.70%	<b>38,805</b> 68.70%	<b>3,078,465</b> 69.00%
Labor Force Components						
Armed Forces <i>% in Armed Forces</i>	0 0.00%	0 0.00%	0 0.00%	0 0.00%	32 0.10%	4,555 0.10%
Civilian Labor Force <i>% in Civ. Labor Force</i>	1,757 100.00%	1,104 100.00%	763 100.00%	389 100.00%	38,773 99.90%	3,073,910 99.90%
Employed <i>Percentage</i>	1,674 75.10%	1,020 71.80%	727 66.20%	378 64.80%	36,395 64.40%	2,869,310 64.40%
Unemployed <i>Percentage</i>	83 3.70%	84 5.90%	36 3.30%	11 1.90%	2,378 4.20%	2,046,000 4.60%

Source: 2006-2010 ACS

#### 4. Employment by Occupation

Table 6.3 below provides information regarding the type of occupation that Town of Stockton residents were employed in 2010. The Management/Professional category makes up the largest occupation sector for those residing within the Town, followed by the Production, Transportation and Material Moving category. Table 1.10 of the Issues and Opportunities Chapter summarizes resident employment by industry for the last three census years. Information for both these tables represents what type of occupation/industry the working residents of the Town were employed in, and is not a listing of the employment opportunities currently located in the Town of Stockton.

**Table 6.3: Town of Stockton Employment by Occupation**

Occupation	1990		2000		2010	
	#	%	#	%	#	%
Management, professional, and related	214	16.8%	432	25.9%	516	30.8%
Service occupations	106	8.3%	260	15.6%	218	13.0%
Sales and office	371	29.1%	453	27.1%	326	19.5%
Farming, fishing, and forestry	168	13.2%	55	3.3%	-	-
Construction, extraction, and maintenance	59	4.6%	154	9.2%	-	-
Natural resources, construction, and maintenance*	-	-	-	-	224	13.4%
Production, transportation, and material moving	357	28.0%	315	18.9%	390	23.3%
<b>Total Employed</b>	<b>1275</b>	<b>100.0%</b>	<b>1,669</b>	<b>100.0%</b>	<b>1,674</b>	<b>100.0%</b>

Source: U.S. Census Bureau and 2006-2010 ACS

\*The Farming, fishing and forestry category was combined with the Construction, extraction and maintenance category in 2010

## 5. Commuting

According to Census 2010 data, mean travel time to work for Stockton residents was 22.7 minutes, indicating the majority of employed residents worked outside of the Town.

### B. Local Economic Base Analysis

The Town of Stockton has a diverse economic base. It consists of a broad range of businesses relating to the agriculture industry, gravel operations, construction based operations, trucking operations, home businesses, and many other specialty businesses. Below are just some of the major employers in the Town of Stockton.

**Table 6.4: Town of Stockton Major Employers**

Marten Machining	County Materials	Sutheimer Trucking
Myron Soik & Sons Inc.	Wimme Sand and Gravel	Arnott Milling
Plover River Farms	Stuczynski Trucking	Adams Farms
Kizewski Farms	Town of Stockton	B & B Paving
Riesterer & Schnell Implement	Valley Truck Leasing	Mathy Pits & Blacktop
Jerry's Small Engine	People's Meat Market	Triple K Tree Service
ADM Mill	Tak-Yee Egg Roll Factory	Egle Landscaping

Source: Town of Stockton Plan Commission

**Table 6.5: Equalized Property Values for Town of Stockton**

Type of Property	1980		1990		2000		2013	
	Value	% of Total	Value	% of Total	Value	% of Total	Value	% of Total
Residential	\$21,643,000	39%	\$37,577,000	52%	\$101,473,000	74%	\$194,680,500	83%
Commercial	\$1,039,000	2%	\$1,907,000	3%	\$5,032,000	4%	\$7,697,200	3%
Manufacturing	\$479,000	1%	\$392,000	1%	\$723,000	1%	\$2,027,300	1%
Agricultural	\$26,895,000	48%	\$27,658,000	39%	\$8,378,000	6%	\$2,616,000	1%
Swamp and Waste	\$38,000	0%	\$97,000	0%	\$241,000	0%	-	-
Undeveloped	-	-	-	-	-	-	\$1,996,500	1%
Ag Forest	-	-	-	-	-	-	\$3,720,100	2%
Forest	\$3,516,000	6%	\$2,995,000	4%	\$6,246,000	5%	\$4,760,000	2%
Other	\$0	0%	\$0	0%	\$12,918,000	9%	\$12,830,400	5%
Personal Property	\$2,467,000	4%	\$1,111,000	2%	\$2,220,000	2%	\$3,757,000	2%
Total Value	\$56,077,000		\$71,737,000		\$137,231,000		\$234,085,000	

Source: Wisconsin Department of Revenue Statistical Report of Property Valuations, 1980, 1990, 2000 and 2013

Stockton derives the majority of its real estate value from residential development. Residential lands and improvements account for 83% of the Town's total equalized value. Due to change in legislation of the tax structure over the years, the change in the way agricultural is taxed, results in the changes in equalized values from 1980 to 2000. Also, since 2000 the method for categorizing the types of property was altered. The former Swamp and Waste category was renamed to Undeveloped and a new category titled Agriculture Forest was created.

### **Section 6.3 Strengths and Weaknesses for Attracting/Retaining Business**

#### **A. Strengths**

- Land values are lower in Stockton than in established industrial or business industrial parks
- Location – proximity to Stevens Point and Plover
- Infrastructure/road system and railroad access
- Availability of electricity, natural gas, and water
- Supporting small business throughout the Town.

#### **B. Weaknesses**

- No public sewer and water.
- Lack of population density to support business.
- Wellhead protection ordinances over a large portion of the Town, restricts types of businesses.
- Perceived differences between Town and County.

### **Section 6.4 Desired Businesses**

The Town will evaluate new development sites and proposals for industrial and commercial activities within the Town on a case-by-case basis. Many businesses can develop in the community with little or no impact on existing uses. Desirable types of businesses for the Town include:

- Package Delivery/Trucking
- Retail development in commercial zoning
- Light Manufacturing
- Office Complexes
- Heavy Industry next to railroad lines
- Specialty Agricultural Operations

### **Section 6.5 Environmentally Contaminated Sites**

Contaminated sites, also known as brownfields, serve as potential land base for economic development. Brownfields are defined as abandoned or underutilized commercial and industrial properties where redevelopment is hindered by real or perceived contamination. The Wisconsin Department of Natural Resources (DNR) organized a list of Federal and State resources to help finance brownfields cleanup and redevelopment.

Currently, the DNR does not identify any brownfield sites with open status in the Town of Stockton. Open status refers to a contaminated site in need of clean up or where cleanup is still underway. A complete list of all brownfield sites can be obtained by contacting the DNR or through their website at: <http://dnr.wi.gov/topic/Brownfields/clean.html>

### **Section 6.6 Economic Development Resources**

This section contains a brief description of various programs that could potentially assist the Town's businesses with loans and grants.

## A. County

### 1. Portage County Business Council

The Portage County Business Council provides confidential development services to businesses considering expansion or locating in Portage County. The Businesses Council provides a variety of services including but not limited to: site selection, labor market analysis, financial packaging services, liaison between governments and businesses and researching federal and state programs to leverage private dollars on economic development projects.

### 2. Community Development Block Grant – Workforce Training

*Purpose:* Support businesses making a firm commitment to locate a new facility in Wisconsin or expanding an existing facility within the State which is developing a product, process, or service that requires training in new technology and industrial skills.

*Use of Funds:* Job training that focuses on new technology, industrial skills, or manufacturing processes. The training must not be currently available through other resources (Wisconsin Technical College System), such as Microsoft Office training, OSHA courses, Welding, etc.

*Amount Available:* A grant of 50% of eligible training costs, up to \$5,000 per employee trained. The maximum award is \$200,000.

*Eligibility:* Eligible training costs include training wages (of production employees through first line supervisors), training materials and trainer costs. Routine training is ineligible. Eligible training costs do not include travel expenses, food and lodging.

### 3. Wisconsin Community Development Block Grant – Economic Development

*Purpose:* To provide resources to local governments to assist economic development projects that provides jobs to low-to-moderate income persons and expands the local tax base.

*Use of Funds:* Land, working capital, buildings, and inventory.

*Amount Available:* \$1,000,000 maximum award. This grant provides fixed-rate long term financing.

*Advantage:* Offers terms to make the project economically feasible, maximize the return on public funds, and provide businesses with rates of return comparable to industry norms. In addition, these funds remain locally for the creation or expansion of an existing Revolving Loan Fund.

### 4. Revolving Loan Fund (RLF)

The Revolving Loan Fund (RLF) is intended to provide gap financing to qualified businesses. A gap can be defined as the difference between what a borrower and private lender have available and what is needed for a project to take place. Typically, these funds are long-term, have low down payments, and carry lower interest rates than traditional private financing. RLF's do not compete with banks, but complement them and other programs in a total financial structure.

## B. Regional

### 1. North Central Wisconsin Regional Plan Commission (NCWRPC)

Portage County is within the geographic area of the North Central Wisconsin Regional Plan Commission. Other counties in this region include: Adams, Forest, Juneau, Langlade, Lincoln, Marathon, Oneida, Vilas and Wood Counties.

The NCWRPC was the ninth regional planning commission created under Wisconsin Statute s.66.0309. Since 1973, the purpose of the NCWRPC has been to prepare plans for the physical development of the Region and its communities, to conduct research, to serve as a data center, to serve as a forum for communication, cooperation and coordination among federal, state, regional and local interests, and to provide technical services to its membership.

This public agency is dedicated to providing professional planning services to member local governments. It provides both local and regional assistance in the areas of economic development, geographic information systems (GIS), intergovernmental cooperation, land use planning and transportation.

### 2. Small Business Development Center.

The small business Development Center (SBDC) located at the University of Wisconsin Stevens Point is one of ten university-based SBDC's in Wisconsin. Their mission is to provide learning opportunities and practical guidance to help individuals make informed business decisions. The Stevens Point SBDC works with small businesses in eight central Wisconsin Counties, and offers several types of services including seminars, customized in-house training, and individual counseling. [(715) 346-3838]

### 3. Solid and Hazardous Waste Education Center (SHWEC).

The University of Wisconsin-Extension's SHWEC program was created to provide pollution prevention services to waste generators in Wisconsin. SHWEC's pollution prevention specialists will assess hazardous waste systems, provide no-cost non-regulatory technical assistance, and identify potential waste reductions options.

### 4. Wisconsin Farm Bureau Federation

A voluntary, non-governmental organization controlled by member families to represent them on legislative issues. This organization also provides farm marketing, business and planning consultation and services. Contact information:

Wisconsin Farm Bureau Federation  
PO Box 5550  
Madison, WI 53705-0550  
1-800-261-FARM or 608-836-5575

## C. State

### 1. USDA-Rural Development Administration (Wisconsin)

The Rural Development Administration is an organization affiliated with the United States Department of Agriculture that provides funding for home purchase and rehabilitation, technical assistance and funding to new cooperative ventures, and financing for new business

development. A full list of their programs can be found on the internet at: <http://www.rurdev.usda.gov/wi/programs/index.htm> Contact information:

USDA Rural Development - WI  
 5417 Clem’s Way  
 Stevens Point, WI 54481  
 Phone: (715) 345-7600 FAX: (715) 345-7669

2. Wisconsin Economic Development Corporation

In 2011, the State of Wisconsin, through Act 7, the Wisconsin Economic Development Corporation (WEDC) replaced the former Department of Commerce. Governed by its Board of Directors and chaired by the Governor, WEDC administers a broad range of economic development programs. These programs include business and industry development, economic and community development, entrepreneurship and innovation and international business development.

3. Wisconsin Economic Development Association (WEDA)

The Wisconsin Economic Development Association (WEDA) is a 410+ member, statewide organization whose primary objective is to increase the effectiveness of individuals involved in the practice of economic development in Wisconsin by encouraging cooperation, exchange of information and promotion of professional skills.

4. Wisconsin Manufacturing Extension Partnership (WMEP)

In an effort to improve quality and productivity of small to medium sized Wisconsin manufacturers, a partnership between government, industry, labor and education was formed. The WMEP assessment process is designed to be broad based rather than in depth. The purpose is to “raise flags” where more effort should be placed. After the assessment, this can lead to a technical assistance project, in which your company is paired with a facilitator to help design and implement solutions.

**Section 6.7 Economic Development Issues and Conclusions**

A. In 2001 a County-wide survey of resident’s attitudes was completed by the Portage County Planning and Zoning Department. The Town of Stockton survey results, in their entirety, are included in Appendix B; the following are Stockton survey responses related to commerce and employment.

**Survey Question 22:** What types of new development do you believe would be good for Portage County to attract?

	Agree/Strongly Agree	Disagree/Strongly Disagree
Retail development	60%	19%
Service development	35%	30%
Office development	29%	34%
Industrial development	55%	23%

**Survey Question 23:** New retail or commercial businesses should only be located in cities or villages:

Agree/Strongly Agree	Disagree/Strongly Disagree
56%	25%

**Survey Question 24:** There are enough job opportunities to make a living in Portage County:

Agree/Strongly Agree  
36%

Disagree/Strongly Disagree  
38%

B. The following issues were identified during the comprehensive planning process:

1. Over the years, Stockton has seen a decrease in the number of farms and an increase in large farms and in housing development.
2. The Town has encouraged Industrial and Commercial development along the current USH 10, south of USH 10 and north of the railroad tracks, ¼ mile east of County Road J west to Stockton Road, and the railroad corridor, along with commercial development in existing built up areas of the Town, such as Custer, Arnott and Stockton.
3. Take positive steps to encourage economic development.
4. Revitalization of existing hamlets such as Custer, Arnott, and Stockton is encouraged.
5. Work closely with the Portage County Business Council to promote businesses to the Town of Stockton.

## **Section 6.8 Economic Development Goals, Objectives, and Policies**

### A. Goals

1. Allow for desirable commercial and industrial development in appropriate locations, in order to provide services and employment opportunities to local residents. (See Chapter 8 Land Use mapping criteria).

### B. Objectives

1. Work with the Portage County Business Council to promote economic growth in Stockton.
2. Increase the Town's tax base through planned development.
3. Support economic development efforts that promote the expansion of good jobs in a planned and environmentally sensitive way.

### C. Policies

1. Plan for commercial development along high-volume roads, in order to insure traffic safety and mobility, and to avoid urban sprawl.
2. Encourage small or medium scale commercial development intended to serve local needs in areas such as Custer, Stockton, and Arnott.
3. Commercial development needs to be in appropriate areas of the Town.
4. Address all industrial and commercial development proposals on a case-by-case basis, due to the highly variable nature of such businesses.
5. Support home based businesses.
6. Support commerce and tourism throughout Portage County.



## **CHAPTER 7 - INTERGOVERNMENTAL COOPERATION**

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

**Intergovernmental Cooperation element.** A compilation of objectives, policies, goals, maps, and programs for joint planning and decision making with other jurisdictions, including school districts and adjacent local governmental units, for sighting and building public facilities and sharing public services. The element shall analyze the relationship of the local governmental unit to school districts and adjacent local governmental units and to the region, the state, and other governmental units. The element shall incorporate any plans or agreements to which the local governmental unit is a party under s. 66.0301, 66.0307 or 66.0309. The element shall identify existing or potential conflicts between the local governmental unit and other governmental units that are specified in this paragraph and describe processes to resolve such conflicts.

The Intergovernmental Cooperation chapter identifies opportunities for establishing or maintaining cooperation between local units of government. Cooperation improves lines of communication between different units of government, and aids in the recognition and possible resolution of conflicts between jurisdictions, and allows for the identification of mutual service needs and improvements.

The intent of this chapter is to identify, inventory and analyze existing and potential cooperative relationships.

### **Section 7.1 Analysis and Inventory of Intergovernmental Agreements**

Inventory and examination of existing municipal relations allows for the understanding of how municipalities currently work and how any of these relationships can be enhanced. The Town of Stockton shares its borders with the City of Stevens Point, and the Towns of Amherst, Buena Vista, Sharon, Plover, and Hull. The Town also falls within the extraterritorial area of the City of Stevens Point (3 miles), Village of Plover (1½ miles) and Village of Nelsonville (1½ miles).

#### **1. Adjacent Units of Government**

Stockton has written agreements for snow removal and road maintenance on boundary roads with the surrounding Towns of Buena Vista, Plover, Amherst, New Hope, and Sharon.

The Town of Stockton has worked with the City of Stevens Point on identifying future road needs of the City (Map 3.3) within the Town of Stockton boundaries. The Town previously held preliminary discussions on future land use with the City and the Village of Plover, and these will/should continue into the future. Both the City and the Village began the process of updating their comprehensive plans in 2014.

#### **Extraterritorial Jurisdiction**

Recognizing that land uses in town territory may affect neighboring cities and villages that may need to grow beyond their borders, state laws have long provided these municipalities with certain “extraterritorial” authority over adjacent town lands and have provided methods for them to expand their borders through annexation. This city and village extraterritorial authority may apply to planning, land division approvals, zoning, and the city or village official map. The extraterritorial jurisdiction for a city with a population of 10,000 or more is three miles from its corporate boundary, while the extraterritorial jurisdiction for a city whose population is under 10,000 and for villages is one and one half miles from their corporate boundaries.

The City of Stevens Point, the Village of Plover, and the Village of Nelsonville's, extraterritorial boundaries extend into the Town of Stockton (see Map 8.4).

## 2. Portage County

### 1. Portage County Solid Waste Disposal Facility

The Town of Stockton has a negotiated settlement agreement with Portage County regarding the existing solid waste disposal facility. The Town contracts with Advanced Disposal for handling solid waste and recycling materials.

### 2. Portage County Highway Department

The Highway Department of Portage County maintains and plows State and County highways in the Town. This Department also administers the dispersal of funds for local road projects as part of the Wisconsin Department of Transportation's Local Roads Improvement Program (LRIP).

### 3. Portage County Sheriff and Ambulance

The Town relies on the Portage County Sheriff's Department to provide protective services through periodic patrols and an "on-call" basis. The Stevens Point Fire Department operates the Ambulance Service for Portage County. See Utilities and Community Facilities Chapter for detailed information.

### 4. Portage County Planning and Zoning Department

There are currently six different sections operating under the Planning and Zoning Department. These sections include: planning, zoning and code administration, land conservation, on-site waste, groundwater management, and economic and business park development.

- The Planning Section includes staff and resources to assist local communities in the preparation or amending of various plan documents including a comprehensive plan. Staff can also assist in water quality testing associated with siting new developments.
- The Code Administration Section staff is responsible for administering the County's Zoning, Wellhead Protection, Tower, Subdivision, and Floodplain Zoning, Shoreland Zoning, Non-metallic Mining Reclamation, and Private Sewage System Ordinances.
- The Land Conservation Section staff works with individuals to design and implement conservation practices. Assistance may be given to Towns upon request.

### 5. Portage County Parks Department

The Portage County Parks, including Standing Rocks Park and Rails to Trails are open all year. Standing Rocks Park is open during the winter season for skiing and sledding. These are maintained by the Parks Department which communicates to the Town on an as needed basis as issues arise.

### 6. Portage County Treasurer Department

The Treasurer's Department collects real and personal property taxes for the Town of Stockton.

### C. Towns of Plover, Hull, Sharon

In the recent past, the Towns of Stockton, Hull, Plover, and Sharon agreed to share costs for publications relating to testing of electronic voting systems. For example, in 2004 there were four (4) elections resulting in each paying for (1) publication instead of four (4).

### D. School Districts

The Town of Stockton falls within the Stevens Point Area School District, Tomorrow River School District, and a small portion of the Rosholt School District. There are no educational facilities located in Stockton, so all school children must be transported. The primary form of interaction with these Districts is through the payment of property taxes which help to fund the Districts.

### E. State

The four primary State agencies that the Town of Stockton interacts with are the Wisconsin Department of Natural Resources (DNR), the Wisconsin Department of Transportation (WisDOT), the Wisconsin Department of Agriculture, Trade and Consumer Protection (DATCP) and the State Elections Board.

#### 1. Department of Transportation (WisDOT)

The Wisconsin DOT is one of the four main agencies that the Town deals with. WisDOT is responsible for the planning and development of road networks and associated infrastructure and is the lead agency for the Local Roads Improvement Program (LRIP). Stockton receives an annual payment from WisDOT for road maintenance.

#### 2. Wisconsin Department of Natural Resources (WI DNR)

The DNR is responsible for natural resource protection, compliance monitoring, and law enforcement.

#### 3. Wisconsin Department of Agriculture, Trade and Consumer Protection (DATCP)

The Department provides an array of services, programs and assistance for Town residents including livestock siting, farmland preservation and the Wisconsin Do Not Call List.

#### 4. State Elections Board (SEB)

In 2005, the State of Wisconsin began Statewide Voter Registration (SWVR). The SEB also provides law updates, guidelines and election forms.

## **Section 7.2 Analysis of Intergovernmental Agreements**

The Town of Stockton strives for open communications between governmental units and other agencies. The Town would like to continue its intergovernmental agreements and meet with the various governing units/agencies on a periodic basis or as the need arises. The Town will continue to review how relationships and services can be improved.

The City of Stevens Point and the Village of Plover are both expanding to the east and their extraterritorial rights move farther and farther into the Town. The need exists to continue intergovernmental cooperation and planning in several very important areas: land use planning,

expansion of sewer and water services, transportation corridors, annexation expansion, and regional/urban development.

Stockton realizes the need to develop a standard policy on annexation planning that takes into consideration the relative impacts on respective governmental units and communities.

### **Section 7.3 Identification of Existing/Potential Conflicts with Other Governmental Units**

#### **A. Existing Conflicts and Issues**

- US HWY 10 bypass issue has been a major conflict and will continue to be so because of the delay of the WisDOT on their final decision for the location of the by-pass.
- Issues of extraterritorial rights with regards to the City of Stevens Point, the Village of Plover and the Town.

#### **B. Potential Conflicts and Issues**

- Find a way to balance the budget without raising taxes due to decreased state shared revenues, loss of property through annexation, and the Town's ability to provide services at current or an improved status.
- The movement of the area for City and Village extraterritorial boundaries as growth occurs.
- Potential for conflict when proposed new roads within the extraterritorial area occur. Discussion with urban municipalities on location and potential for cost sharing for the development of these roads.
- Lack of willingness by County to help maintain/cost share roads going to and from County Parks.

#### **C. Possible Methods for Conflict Resolution**

- Shared revenue agreements need to be adopted between the Town of Stockton and the City of Stevens Point and the Village of Plover with respect to future annexations.
- The Town supports continued discussions to resolve conflicts between fire departments on any issues that may arise during the formation of a volunteer fire department/substation in the Town of Stockton. Ongoing review of fire services and equipment is needed to ensure an efficient operation and maintain cooperative efforts with other area fire departments.
- As Stockton grows, the Town will need to work to ensure efficient delivery of services, improve our road network, and strive to maintain the quality of life that its residents currently enjoy.
- Urban communities need to improve communication, development practices and planning processes.

### **Section 7.4 Intergovernmental Cooperation Goals, Objectives, and Policies**

There are no specific survey results relating to the Intergovernmental Cooperation Chapter.

#### **A. Goals**

1. Jointly identify with Stevens Point and the Village of Plover an expansion and development plan for growth over the next twenty (20) years.
2. Identify a process to improve communications with neighboring municipalities.

B. Objectives

1. Maintain or improve the present level of communication with surrounding municipalities for discussion of land use issues along adjacent boundaries.
2. Review shared services with other municipalities every two years.
3. Communicate with surrounding municipalities on economic development.

C. Policies

1. Meet with adjacent units of government as needed.
2. Review intergovernmental agreements (boundary agreements, snow plowing, road maintenance, shared revenue, and any other existing agreement) at least once every five years.
3. Continue participation with the Portage County Towns Association.
4. Work to preserve natural resources and open spaces in our Town.



## **CHAPTER 8 - LAND USE**

66.1001 (2)(h) Wis. Stat:

**Land Use element.** A compilation of objectives, policies, goals, maps and programs to guide the future development and redevelopment of public and private property. The element shall contain a listing of the amount, type, intensity and net density of existing uses of land in the local governmental unit, such as agricultural, residential, commercial, industrial, and other public and private uses. The element shall analyze trends in the supply, demand and price of land, opportunities for redevelopment and existing and potential land-use conflicts. The element shall contain projections, based on the background information specified in 66.1001(2)(a), for 20 years, in 5-year increments, of future residential, agricultural, commercial and industrial land uses including the assumptions of net densities or other spatial assumptions upon which the projections are based. The element shall also include a series of maps that show current land uses and future land uses that indicate natural limitations for building site development, floodplains, wetlands and other environmentally sensitive lands, the boundaries of areas to which service of public utilities and community facilities, as those terms are used in 66.1001(2)(d), will be provided in the future, consistent with the timetable described in 66.1001(2)(d), and the general location of future land uses by net density or other classifications.

The purpose of this plan's land use chapter is to compile an inventory of existing land use patterns, and establish the goals, objectives and policies which will be used to guide public and private actions concerning future land use and development. These goals, objectives and policies express ideas that are consistent with the desired character of the Town and the other chapters of the Comprehensive Plan.

### **Section 8.1 Existing Land Use**

Land uses within the Town of Stockton are quite diverse when compared to other Towns in Portage County. The Town of Stockton has high concentrations of vegetable production; it is in close proximity to the urban area, infrastructure, and regional agricultural suppliers. Table 8.1 below and Map 8.1 depict the present distribution of different land uses across the Town.

**Table 8.1: Acreage of Existing Land Use Town of Stockton, 2015**

Existing Land Use	Acres	Percentage
Residential	2,762	7.5%
Commercial	52	0.1%
Agricultural	19,853	53.9%
Governmental/Institutional	150	0.4%
Parks and Recreation	927	2.5%
Industrial	86	0.1%
Non-Metallic Mining	935	2.8%
Road/Rail Right-of-Way	1,225	3.3%
Undeveloped/ Vacant	10,584	29.5%
Water	93	0.3%
<b>Total</b>	<b>36,667</b>	<b>100%</b>

Source: Town of Stockton and Portage County Planning and Zoning Department

#### A. Residential Land Use

Residential land use includes single-family and seasonal residences, mobile homes, and farm residences or farmsteads. For the purposes of land use calculation, rural residences and farmsteads were estimated to occupy approximately 2 acres of area within the larger parcel, while calculations for acreage in concentrations of residential use are based on actual parcel size. As of January 2015, 2,762 acres, or 7.5% of the Town's land area was devoted to a residential land use. The majority of residences are scattered along County Road highways and local roads throughout the Town. Small concentrations of homes are also located in the unincorporated settlements of Arnott, Stockton, Custer, and Fancher, as well as 17 platted subdivisions and two mobile home parks.

#### B. Commercial/Industrial Land Use

Commercial and Industrial activities within the town are limited in scope, and spread out in several areas. When combined, these two categories comprise 138 acres, or just .2% of the Town. These lands are located primarily near major road intersections and railroad lines. The largest concentration of commercial and industrial activity in the Town is along the Canadian National rail line, followed by the Arnott area, Custer, and Fancher. Sand and gravel extraction facilities account for the majority of lands classified as manufacturing or industrial. This reflects the abundant, high quality sand and gravel deposits which exist throughout much of the central portion of the town.

#### C. Agricultural

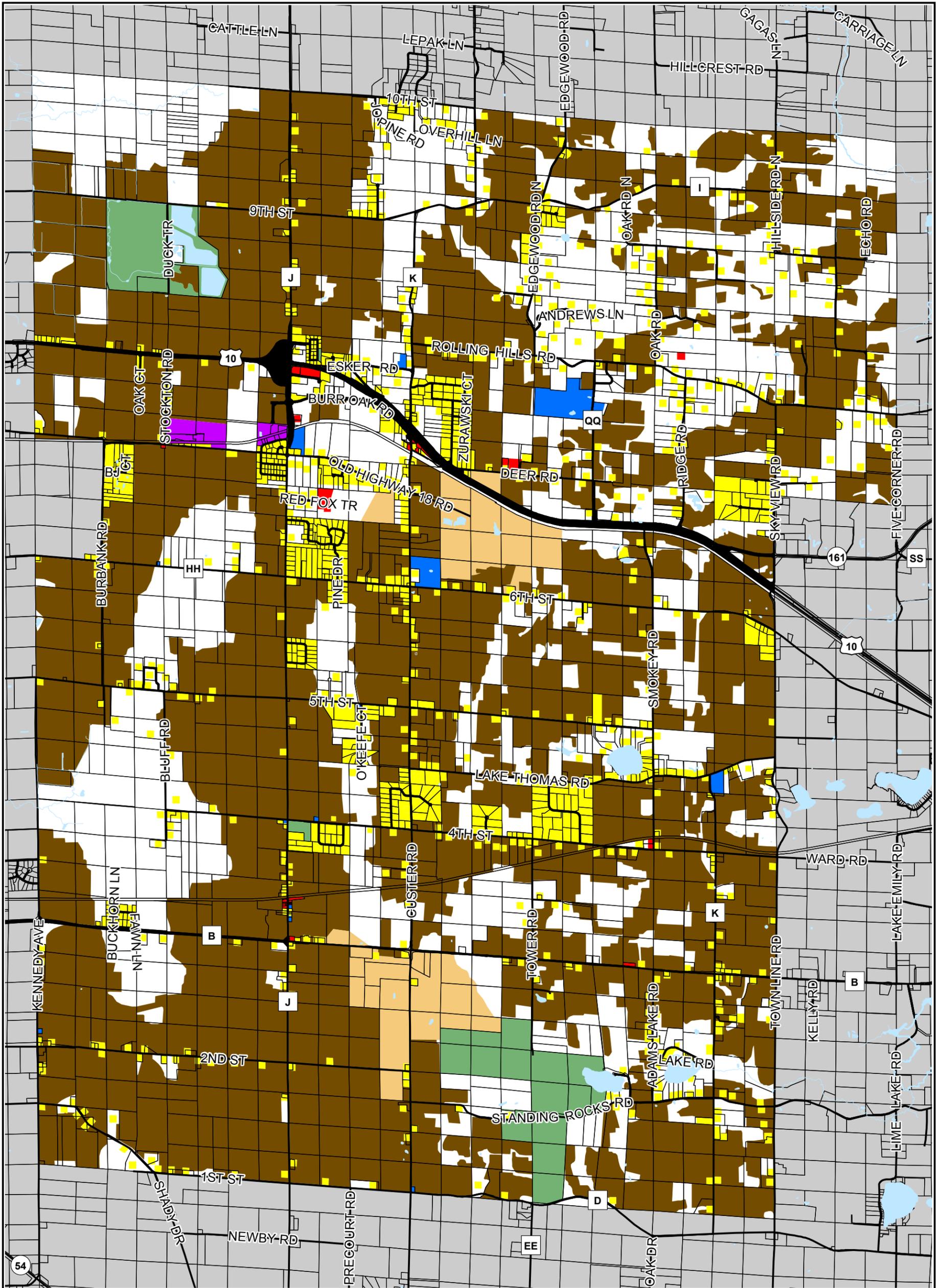
Agricultural is the most extensive land use in the Town, comprising 53.9% of the total area. Irrigated vegetable crop production, dairy farming, and livestock productions are the primary agricultural activities. Common irrigated crops include potatoes, snap beans, peas, soybeans and sweet corn. Over the years, advances in irrigation technology, such as high volume irrigation wells and self-propelled, center-pivot irrigation equipment, have allowed new and larger fields to be farmed. Irrigated vegetable crop production occurs primarily in the western half of the Town, which is part of the sand plain region of central Wisconsin. Dairy farming and livestock production occurs primarily in the eastern half of the Town.

#### D. Government/Institutional

Approximately .4% or 150 acres of land in the Town of Stockton is dedicated to government/institutional land. These lands include existing municipal and government owned structures, public schools, educational research lands, churches, cemeteries, and fire stations. These structures are identified as the New Town Hall, Fire Station, and Town Garage. Others structures include the Old Town Hall on the corner of 6<sup>th</sup> and Custer Rd., the Arnott Recreational Center on CTY Rd. J and 4<sup>th</sup> St., cemeteries, three landfills, the Midwest Renewable Energy Association in Custer and the following churches: St. Mary's Custer and St. Mary's Fancher.

#### E. Road (Right-of-Way)

Roads, Railroads, and road right-of-way comprise 3.3% of the land area. This includes 130 miles of federal, county, and local roads, based on the town road plats provided by the Wisconsin Department of Transportation which includes approximately 1,225 acres. The majority of these roadways have a road right-of-way width of 66 feet. USH 10 is a notable exception, with a substantially greater road right-of-way. The Canadian National Railroad has routes, which traverse the Town with a minimum right of way of 100 feet, various sidings, and comprises approximately 87 acres of land.



Map 8.1  
Draft  
Existing Land Use  
Update

- |               |                      |
|---------------|----------------------|
| Parcels       | Non-Metallic Mining  |
| Residential   | Parks and Recreation |
| Commercial    | Undeveloped/Vacant   |
| Institutional | Road Right-of-Way    |
| Industrial    | Water                |
| Agricultural  |                      |



0 0.25 0.5 1 Miles

Source: Portage County Planning & Zoning (2016)

Map Printed: April 4, 2016

### Town of Stockton Comprehensive Plan



Portage County  
Planning & Zoning  
1462 Strongs Ave.  
Stevens Point, WI 54481



#### F. Parks and Recreation

Approximately 2.5% of the land area in the Town of Stockton is used for recreational purposes. Lands in this category are primarily publicly owned, but may also be privately owned. Public lands may include State, County, or Town Parks, nature preserves, bike trails, boat landings, or athletic fields. Private lands may include golf courses, campgrounds, etc. The majority of these lands are associated with Standing Rocks Park, a County park located on 29 acre Bear Lake, in the southwestern part of the Town. The park encompasses 531 acres, the majority of which is maintained in a natural state. More information regarding recreational facilities can be found in the Utilities and Community Facilities chapter of this Comprehensive Plan.

#### G. Non-Metallic Mineral Extraction

935 acres is the current acreage of the combined non-metallic mining operations in the Town. This is covered in more detail under subsection B (Commercial/Industrial Land Use).

#### H. Undeveloped/Vacant

Lands in this category make up the second largest land use in the Town of Stockton, accounting for 10,584 acres, or approximately 29.5% of the total. Included in this category are subdivision lots that have yet to be developed, as well as larger lots with homes on them, where rural residences and farmsteads are estimated to occupy only 2 acres of the larger parcel, as described in more detail under subsection A (Residential Land Use). Currently there are some residents in Farmland Preservation, Woodland Tax, and Forest Crop programs that are still in effect.

Also included in this category are privately owned wooded and unwooded areas, fallow fields, wetlands, and scrub or shrub land. These lands are scattered throughout the Town and those that are not wetlands can be attributed in large part to being steeper slopes and stonier soils.

#### I. Water

Lakes constitute a small fraction of the land area at 0.3% or 93 acres. Lakes identified by WIDNR are: Adams Lake, Bear Lake, and Lake Thomas.

### **Section 8.2 Land Use Trend Analysis and Projected Land Use**

The Town of Stockton has been, and still is, predominantly an agricultural community. However, increased residential development in the recent past may be a sign of changes to come. The upgrade of USH 10 to a four-lane facility through the Town along with the close proximity to Stevens Point and Plover is likely to make Stockton a more desirable area to live. Consequently, there is an increased potential for more residential and/or commercial development in the Town.

#### A. Residential Land Use

The Town of Stockton is becoming more of a bedroom community. People want to live in a rural environment with urban services. They are purchasing 2-5 acre lots or larger. The Town desires residential growth to take place in areas designated for residential land use.

#### B. Commercial/Industrial Land Use

Although commercial and industrial activity seems to be at a standstill, recent trends are showing a renewed interest in small businesses moving into the Town. The uses include: trucking services, retail & sales establishments, restaurants, taverns, offices, home based businesses, other professional services, gravel pits, commercial and industrial lands, as well as, non-metallic mining. Future commercial/industrial land use recommendations within the USH 10/Custer Road/Cty Rd J area will be considered on a case-by-case basis. Revitalization of existing hamlets will be considered.

### C. Agricultural Land Use

Much of the agricultural lands are being consolidated into larger operations. Some of the smaller agricultural operations with marginal soils are being farmed differently or being split into smaller lot sizes. Potatoes were considered the largest vegetable crop but now we are seeing varied crop rotations for economic reasons.

Lands identified for Agricultural Land Use should be reserved for agriculture operations and activities, with some exceptions for residential growth with controlled development and buffers, as described in a Town Subdivision Ordinance. Agricultural land should be protected as much as possible, and other land uses limited that would cause conflicts with agricultural operations.

### D. Trends in Land Values

Table 8.2 below details the growth of equalized values for the different property types within the Town of Stockton for the period 1980 to 2015, as compiled by the State of Wisconsin Department of Revenue. The implementation of agricultural use value assessment in the mid 1990's redistributed valuations from the Agricultural category to the Residential, Forest, and Other categories. The Other category (created between 1990 and 2000) includes, "buildings and improvements; including any residence for the farm operator's spouse, children, parents, or grandparents; and the land necessary for the location and convenience of those building and improvements (WI Statutes 70.32)." The critical factor defining "Other" property is its actual use supporting a farm enterprise. If an assessor obtains verifiable evidence that buildings on a farm are used for agricultural purposes, they qualify as "Other." (WI DOR *Agricultural Assessment Guide for Wisconsin Property Owners 12/03*)

Since 2006, a few changes were made to the property categories. A new category called 'Agriculture Forest' was created. Also, the Swamp and Waste category was renamed to 'Undeveloped' and is defined as land that includes areas commonly called marshes, swamps, thickets, bogs, or wet meadows; areas with soils of the type identified on soil maps as mineral soils that are "somewhat poorly drained," "poorly drained," or "very poorly drained," or "water," and areas where aquatic or semi-aquatic vegetation is dominant. This class also includes fallow tillable land (assuming agricultural is the land's highest and best use), road right of way, ponds, depleted gravel pits, and land that, because of soil or site conditions, is not producing or capable of producing commercial forest products.

**Table 8.2: Equalized Assessed Property Values, Town of Stockton**

Type of Property	1980		1990		2000		2015	
	Value	% of Total	Value	% of Total	Value	% of Total	Value	% of Total
Residential	\$21,643,000	39%	\$37,577,000	52%	\$101,473,000	74%	\$202,625,600	83%
Commercial	\$1,039,000	2%	\$1,907,000	3%	\$5,032,000	4%	\$7,744,000	3%
Manufacturing	\$479,000	1%	\$392,000	1%	\$723,000	1%	\$2,027,300	1%
Agricultural	\$26,895,000	48%	\$27,658,000	39%	\$8,378,000	6%	\$2,622,200	1%
Swamp & Waste	\$38,000	0%	\$97,000	0%	\$241,000	0%	-	-
Undeveloped*	-	-	-	-	-	-	\$2,256,500	1%
Ag Forest*	-	-	-	-	-	-	\$4,211,000	2%
Forest	\$3,516,000	6%	\$2,995,000	4%	\$6,246,000	5%	\$5,667,900	2%
Other	\$0	0%	\$0	0%	\$12,918,000	9%	\$13,575,600	6%
Personal Property	\$2,467,000	4%	\$1,111,000	2%	\$2,220,000	2%	\$4,746,500	2%
<b>Total Value</b>	<b>\$56,077,000</b>		<b>\$71,737,000</b>		<b>\$137,231,000</b>		<b>\$245,476,600</b>	

Source: Wisconsin Department of Revenue Statistical Report of Property Valuations, 1980, 1990, 2000, 2015

\*Represents new or revised Type of Property since 2000.

## E. Redevelopment and New Development Opportunities

The older established areas in the Town may need to be upgraded or redeveloped with sewer or sanitary services. These areas include Custer, Arnott, and Stockton. Road networks in these communities may need to be upgraded. These are the areas that will be considered for mixed uses in an attempt to revitalize the existing communities.

Town of Stockton has many miles of railroad access and major state highways running through it. This will provide opportunity for future new development areas.

### **Section 8.3 Land Use Conflicts**

Land use conflicts occur when incompatible land uses are located adjacent to one another. Many of these conflicts occur when industrial, commercial, and agricultural uses are developed immediately adjacent to residential neighborhoods or vice versa. Factors that create conflicts between residential properties and commercial, industrial, and agricultural operations include noise, traffic, odors, hours of operation, and lighting.

Some other areas of conflict include:

1. Potential for Farm/Non-Farming conflicts exists between agricultural operations and neighboring non-farming landowners.
2. The possible location of US HWY 10 bypass in the Town.

### **Section 8.4 Land Use Issues, Concerns and Conclusions**

A. In 2001 a County-wide survey of resident's attitudes was completed by the Portage County Planning and Zoning Department. The Town of Stockton survey results, in their entirety, are included in Appendix B; the following are Stockton survey responses related to land use.

**Survey Question 3:** Local units of government have the responsibility to protect property owners and the community by regulating land use.

Agree/Strongly Agree  
69%

Disagree/Strongly Disagree  
14%

**Survey Question 4:** The use of zoning regulations is beneficial.

Agree/Strongly Agree  
75%

Disagree/Strongly Disagree  
10%

**Survey Question 5:** People should be allowed to develop their property any way they see fit.

Agree/Strongly Agree  
25%

Disagree/Strongly Disagree  
54%

### **Section 8.5 Land Use Goals, Objectives and Policies**

#### A. Goals

1. Provide for orderly, planned growth, efficient uses of land, public services, and tax dollars, while preserving the Town's rural character.

## B. Objectives

1. Maintain our transportation system.
2. Support Agricultural operations and maintain local conditions that support the Town's agricultural economy.
3. Conserve natural areas and recreational resources within the Town.
4. Work with County Planning and Zoning Department to incorporate lot density into the Portage County Zoning or Subdivision Ordinance.
5. Work with both the City of Stevens Point and Village of Plover as they update their extraterritorial areas within the Town.

## C. Policies:

1. Update the existing County zoning map for the Town of Stockton.
2. Continue to participate in planning and zoning decisions at the County level, which affect the Town. This includes rezoning and subdivision requests acted on by the County Planning and Zoning Committee, as well as special exception requests on the County Board of Adjustment.
3. Request Town representation on the Stevens Point Urban Area Sewer Service Advisory Committee.
4. Consider future road locations, extensions or connections along with accommodation of alternative forms of transportation, when reviewing development plans and proposals.
5. Work with the Railroad Commission to maintain or improve railroad crossings.
6. Utilize the Conservancy Zoning District to protect important or fragile environmental areas, including but not limited to navigable lakes and streams, shorelines, wetlands and publicly owned lands.
7. Encourage land use practices which protect air, land and water quality as well as the scenic value of the Town.
8. Cooperate with the County and adjoining communities to protect municipal wellhead recharge areas, which lie within the Town of Stockton.
9. Commercial uses which generate substantial volumes of traffic, particularly truck traffic, should be located near county roads or state highways. This is intended to avoid increased maintenance of town roads, as well as minimizing traffic safety hazards to residents along those roads.
10. Work toward Shared Revenue and Municipal Boundary Agreements with Stevens Point and Village of Plover.
11. Support the continuance and growth of Agricultural Operations in appropriate locations.
12. Promote residential densities that maintain quality groundwater.
13. Encourage residential and/or small or medium commercial development toward existing hamlets of Custer and Arnott.
14. Be flexible with new development opportunities.

15. Encourage diverse development and growth (to include residential, commercial, industrial and recreational).
16. Develop a Guide for the Development Process in Stockton.
17. Work to preserve agricultural and rural lands through use of the Portage County Open Space subdivision option or a density-based form of land division.

## **Section 8.6 Future Land Use Recommendations**

### **A. Extraterritorial Area**

The process of projecting future land use needs within the Town of Stockton include some variables that are difficult to completely determine, given the present circumstances of urban expansion. Recognizing that land uses in town territory may affect neighboring cities and villages that may need to grow beyond their borders, state laws have long provided these municipalities with certain “extraterritorial” authority over adjacent town lands and have provided methods for them to expand their borders through annexation. This city and village extraterritorial authority may apply to planning, land division approvals, zoning and the city or village official map. The extra territorial jurisdiction for a city with a population of 10,000 or more is three miles from its corporate boundary, while the extra territorial jurisdiction for a city whose population is under 10,000 and for villages is one and one half miles from their corporate boundaries.

The Town of Stockton lies in the direct path of expansion for the City of Stevens Point (and eventually the Village of Plover), therefore the potential exists that land in Stockton will be annexed into the City or Village. It is in the interest of Stevens Point, Village of Plover, and the Town of Stockton to have this expansion occur in an orderly manner.

The City of Stevens Point indicated, through its 2006 Comprehensive Planning process, the desire to expand its’ borders in order to accommodate its’ own anticipated growth over the next twenty years. In the fall of 2014, the City began the process of updating its Comprehensive Plan. The Town should use this opportunity to open discussion with the City regarding future growth needs. See Map 8.4 below for their 2006 future land use suggestions.

In their 2005 Comprehensive Plan, the Village of Plover did not indicate expansion into the Town of Stockton for the next 20 years, but extraterritorial boundary rights do exist. The Village also began updating its Comprehensive Plan in 2014. A discussion regarding the Village’s extraterritorial area should take place between the Village and the Town of Stockton in the near future.

The Town recognizes the expansion of the City and the Village will have a direct impact on its ability to pay for services, keep tax base, and maintain community identity. In light of anticipated growth, Stockton, Plover, and Stevens Point have had preliminary discussions regarding their community needs. Working to provide a framework for orderly growth and development over time is important to all municipalities. Topics such as a ‘working cooperative service provision’ and ‘shared revenue agreements’ should be included in discussions with surrounding municipalities. The Town of Stockton should continue to maintain a good working relationship with all other neighboring governments to ensure community identity and cost effective provision of services where possible.

## B. Town of Stockton Development

Future Town of Stockton development and redevelopment should occur around existing communities. Map 8.2 illustrates the physical constraints for development within Stockton, along with Wellhead Protection zones, and the extent of the City of Stevens Point, Village of Plover and Village of Nelsonville extraterritorial areas within Stockton. Table 8.3 and Map 8.3 describe the future land use recommendations for the Town of Stockton Comprehensive Plan, and identify how development should proceed in the future to meet the Town’s goal of encouraging a pattern of community growth and development that will provide a quality living environment while protecting rural character and land owner rights.

**Table 8.3 Future Land Use in the Town of Stockton, 2025**

Future Land Use	2005 Acres	Percentage	2025 Acres	Percentage	Change 2005 to 2020	5-year increment
Residential	2,576	7.0%	2,887	8%	+311	+104
Commercial	22	0.06%	166	0.4%	+144	+48
Agricultural (L1, L2, L3)	20,123	54.3%	29,897	81%	+9,774	+3,258
Governmental/Institutional	133	0.4%	58	0.4%	0	0
Parks/Recreation/Natural Areas	2,044	5.5%	2,199	6%	+155	+52
Industrial	36	0.1%	152	0.2%	+116	+38
Non-Metallic Mining	889	2.4%	1,694	4%	+805	+268
Road/Rail Right-of-Way	1,138	3.1%	0	N/A	N/A	N/A
Vacant/Undeveloped	10,092	27.2%	0	0%	-10,092	-3,364
<b>Total</b>	<b>37,053</b>	<b>100%</b>	<b>37,053</b>	<b>100%</b>		

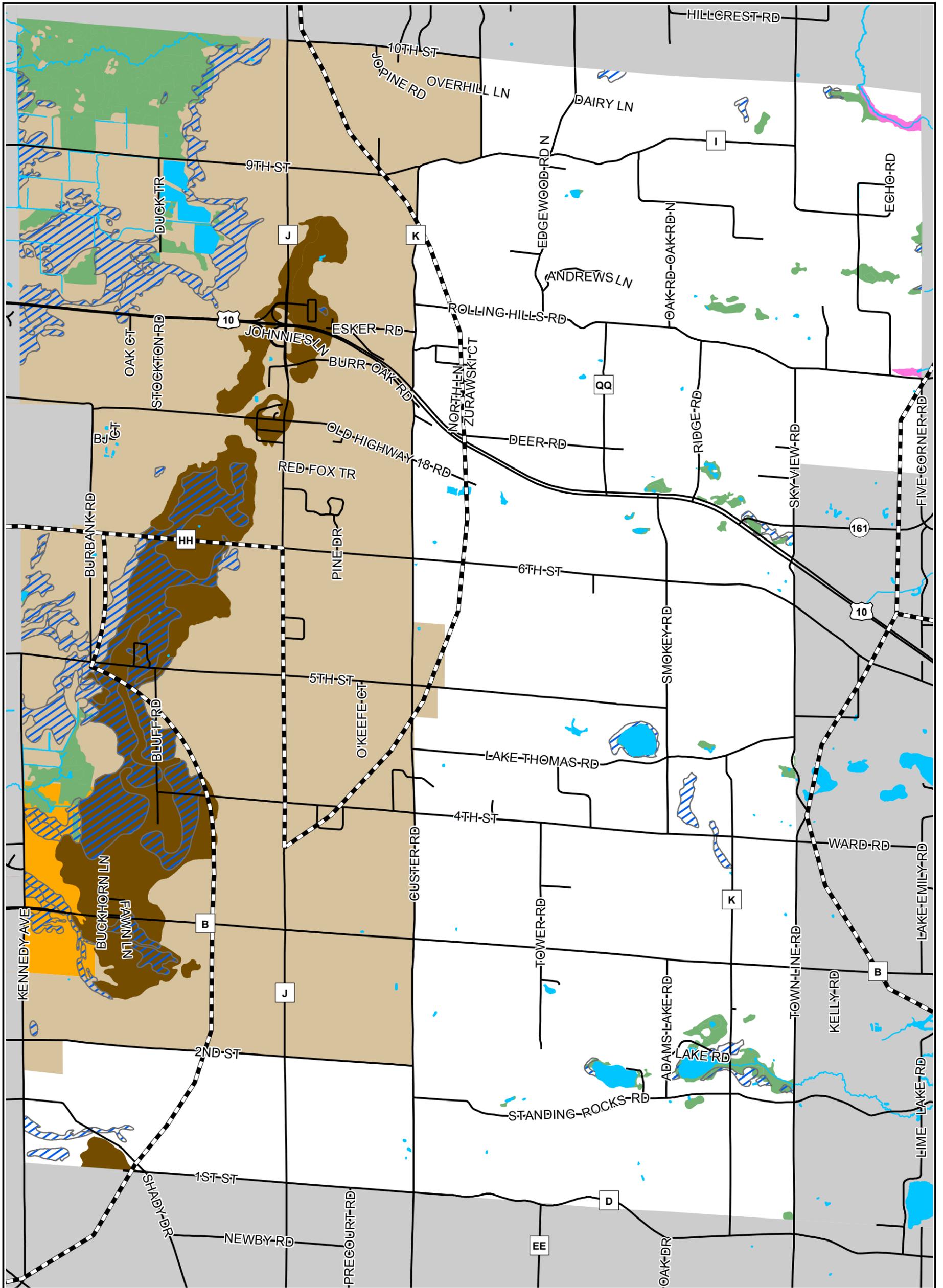
Source: Town of Stockton and Portage County Planning and Zoning Department

Table 8.3 details anticipated changes in land use; increases in acreages for growth categories will be offset with corresponding decreases in the Vacant and Agricultural categories.

There is no “Undeveloped” category on the Future Land Use map; all areas were assigned an anticipated future use that meets the goals, objectives and policies of this Comprehensive Plan.

The Future Land Use Map designations are only intended to identify what compatible uses would be for the particular parcels; they are not intended to require these parcels to develop in these uses throughout the planning period.

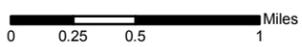
Land Use recommendations include both immediate and long range planning goals to be implemented. The long range Land Use Plan recommendations will be implemented over the course of the 20 year planning period as development proposals and land use changes are presented to the Town for consideration. The Town will need to periodically update its zoning map to reflect changing land uses and land owner requests.



Map 8.2  
Development  
Constraints

- Groundwater Protection Zones\***
- A
  - B
  - C
- \*District A, which is the "cone of depression" surrounding the municipal wells; District B, which is the land which lies within the five- or ten-year time-of-travel zone upgradient from municipal wells; and District C, which is the remainder of the recharge areas upgradient of District B, and includes surface water basins that may contribute to well recharge.
- Wetlands
  - 100 Year Floodplain
  - Shallow Bedrock (about 5')
  - Depth to Groundwater (< 5 Feet)

Extraterritorial Planning Boundaries



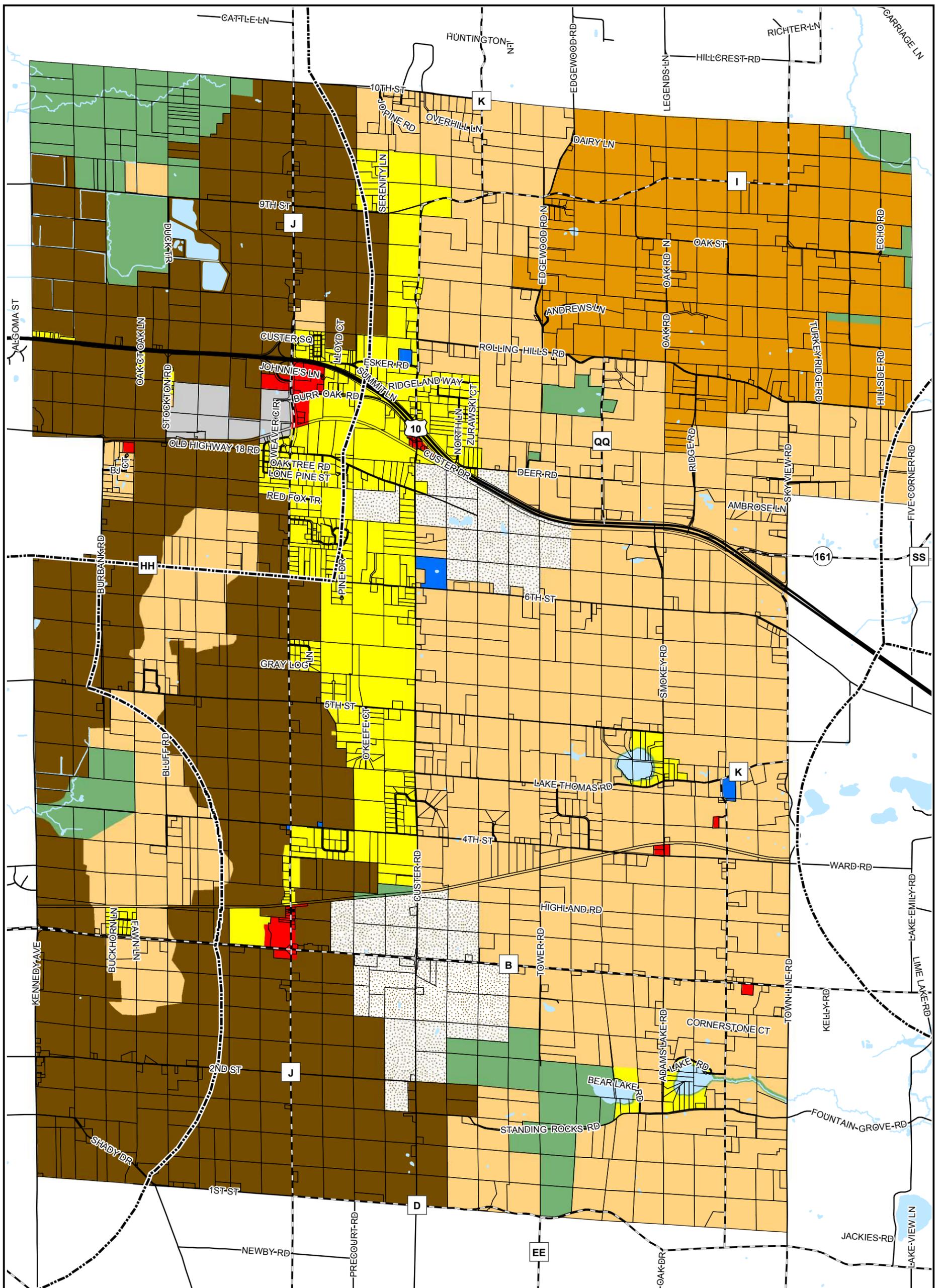
Source: Portage County Planning & Zoning (2016)  
Map Printed: April 4, 2016

## Town of Stockton Comprehensive Plan



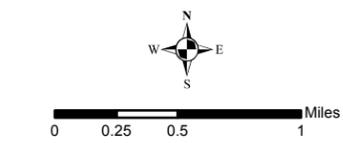
Portage County  
Planning & Zoning  
1462 Strongs Ave.  
Stevens Point, WI 54481





Map 8.3  
Future Land Use

- Future Land Use**
- Residential
  - Commercial
  - Institutional
  - Industrial
  - L-1 Enterprise Agriculture
  - L-2 Intermediate Agriculture
  - L-3 Limited Agriculture/Mixed Use
  - Gravel Pit
  - Natural Areas
  - Extraterritorial Boundaries



Source: Portage County Planning & Zoning (2016)  
Town of Stockton (2006)

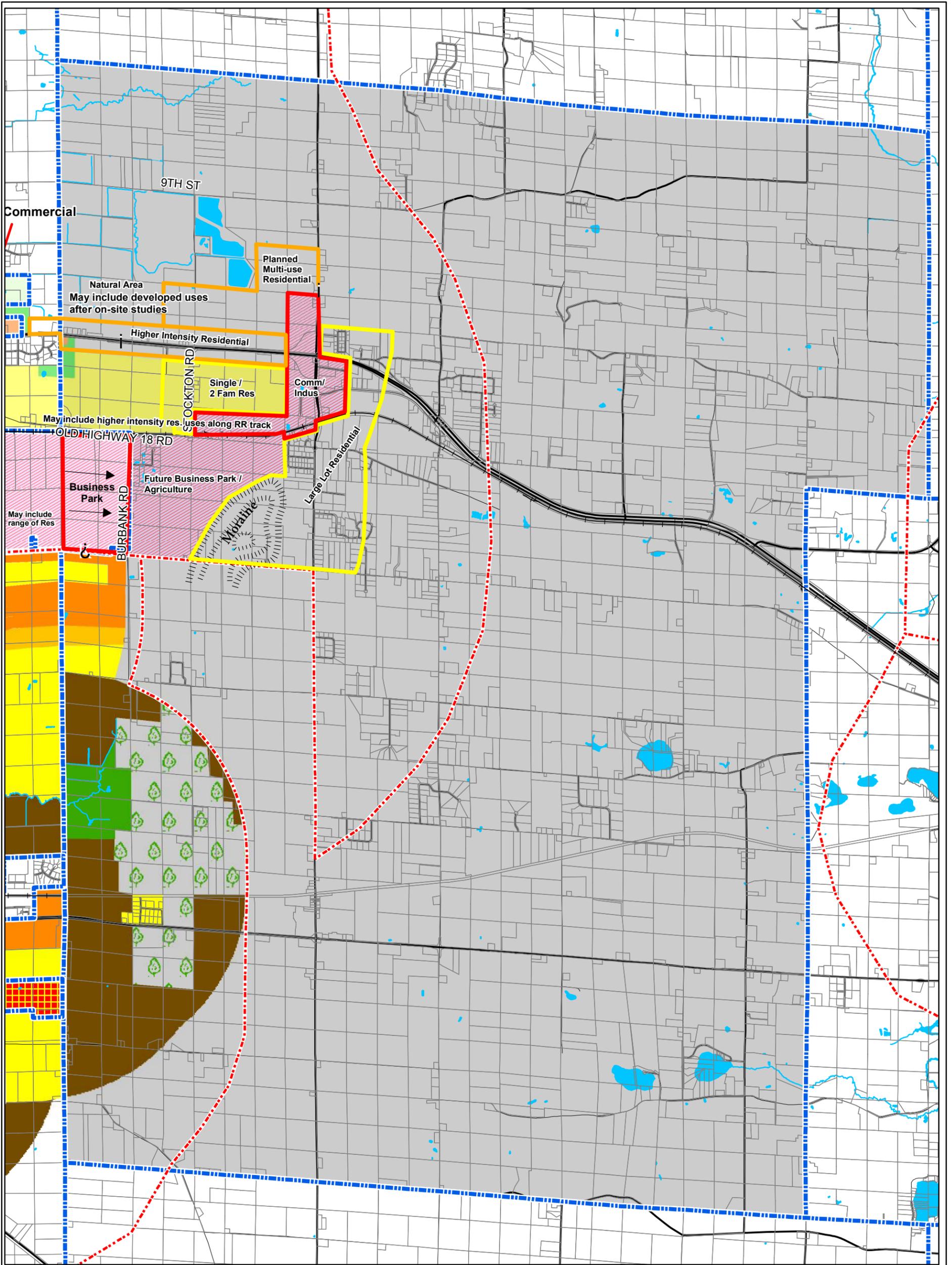
Map Printed: April 4, 2016

**Town of Stockton  
Comprehensive Plan**



Portage County  
Planning & Zoning  
1462 Strongs Ave.  
Stevens Point, WI 54481





Map 8.4  
Stevens Point & Plover  
Extraterritorial  
Land Use

Future Land Use Stevens Point	Future Land Use Plover
Single Family	Single Family
Duplex	Plex (2-4 units)
Multi-family (3+ units)	Multi-family (5+ units)
Mobile Home Park	Mobile Home Park
Downtown District	Mixed Residential
Business Park	Commercial / Residential
Commercial	Agriculture Transition
Professional Office	Commercial / Office
Institutional	Institutional / Governmental
Government	Industry
UWSP	Forest
Industry	Not Developable
Park	Commercial/Industrial
Restrictive Ownership	Road Right-of-Way
Not Developable	Park
Road Right-of-Way	Agriculture

--- Municipal Boundary  
--- Extraterritorial Boundary

0 0.25 0.5 1 Miles

Source: Portage County Planning & Zoning (2016)  
 City of Stevens Point (2006)

Map Printed: April 4, 2016

## Town of Stockton Comprehensive Plan

Portage County  
 Planning & Zoning  
 1462 Strongs Ave.  
 Stevens Point, WI 54481





## **Section 8.7 Future Land Use Categories/Mapping Criteria**

Categorizing the many acres of land in the Town into different land use classes is a formidable task. In order to ensure accuracy and consistency throughout the mapping process, specific mapping criteria were developed.

### **A. Residential Mapping Criteria**

The term “residential” is intended to identify platted subdivisions and clusters of lots. Proposals for new residential development shall be considered on a case-by-case basis at the request of the landowner. Approval of such use may require a change to the land use map. The following areas were mapped:

1. Existing developed residential zoning.
2. Platted subdivisions and clusters of lots, strongly residential in character, that have been developed under agricultural zoning. It is suggested that such areas be identified and considered for rezoning to an appropriate residential district where there is evidence of land use conflicts or where there is a consensus among the residents as to the need for residential-oriented restrictions.
3. Area for expansion of residential development based on goals and policies in this plan. Current non-residential uses would be allowed until future residential development occurs.
4. Refer to the Development Constraints Map 8.2 for residential land use exclusions.

### ***Land Use Categories:***

#### **Residential:**

- Existing concentrations of lots of record smaller than 2 acres are included in this category.
- Lots equal to or greater than 2 acres per residence.

### **B. Commercial and Industrial Mapping Criteria**

For many rural communities, it is difficult to determine where commercial activity might occur. Most of the businesses that develop are home or farm-based and do not have the option of relocating. The Town has a clear vision of Commercial and Industrial Development areas within its borders. It has mutual understandings with the Village of Plover and the City of Stevens Point on their extraterritorial plans within the town. All such requests for Industrial and Commercial Development will be considered by the Town Planning Commission, the Town Board, and the County on a case-by-case basis, based on the goals, objectives, and policies of the Town’s Comprehensive Plan. See Appendix D for the Stockton Design Guidelines for Commercial and Industrial areas. Approval for such use may require a change to the land use map. The following areas were mapped:

1. Existing developed commercial zoning.
2. Existing developed industrial zoning.
3. Areas where existing structures are in place.
4. Areas proposed for future commercial & industrial use.

### ***Land Use Categories:***

#### **Commercial:**

Includes uses as allowed in commercial zoning districts.

### **Industrial:**

Uses that relate to the manufacturing of a product or other uses that are allowed in the Industrial Zoning District.

### **C. Agricultural Mapping Criteria**

Lands recommended predominantly for the continuation of agricultural pursuits, the protection of productive agricultural lands, and the retention of the rural nature of the community. Any residential subdivision activity should be designed to be buffered from the predominant agricultural activity. Residential subdivisions in agricultural use areas should be re-designated as residential land use, as described within the Town's Subdivision Ordinance. In recognition of the differentiation of soil characteristics throughout the Town, changing agricultural economy, and development pressures, three categories of agriculture will be used based on the intensity of the agricultural operations Stockton:

#### ***Land Use Categories:***

##### **L-1 Enterprise Agriculture:**

The Enterprise Agriculture Category is intended to include lands that can support a full range of intensive agricultural uses, including large dairies, cranberry operations, large confined livestock feeding operations, and concentrations of irrigated vegetable crop production. The district's uses and regulations are designed to implement Comprehensive Plan goals by encouraging livestock and other agricultural uses in areas where conditions are best suited to these agricultural pursuits, and discouraging residential development to avoid potential land use conflict. Due to the more intensive nature of uses allowed, the L-1 category is not intended to be applied near moderately- to densely-populated areas, and it is not intended to accommodate residential uses as principle uses.

##### **L-2 Intermediate Agriculture:**

The Intermediate Agriculture Category is intended to preserve and enhance land for agricultural uses. Large confined livestock operations should be limited to ensure compatible land use and minimize conflicts with adjacent uses. The intensity of agricultural uses allowed in this district is less than that of the L-1 Enterprise Agriculture category but more than the L-3 Limited Agriculture category. This category's uses and regulations are designed to encourage agricultural uses in areas where soil and other conditions are best suited to these agricultural pursuits, and control residential development to avoid potential conflict with agriculture uses.

##### **L-3 Limited Agriculture/Mixed Use:**

The Limited Agriculture/Mixed Use Category is intended to provide for the continuation of low intensity agricultural uses, recommend against new and expanding livestock operations, provide for careful siting of single family residences, and support other uses that maintain the rural characteristics of the area. It may serve as a buffer for more intensive agricultural uses in adjacent categories, and prevent premature conversion of rural lands to urban and other non-agricultural uses. The category's use and development regulations are designed to implement the Comprehensive Plan goals by discouraging urban and suburban development in areas that are suited to agricultural uses and that are not well served by public facilities and services.

#### D. Natural Areas Mapping Criteria

These are lands recommended to remain in their natural state or for non-intensive uses such as recreation, wildlife habitat, or forest management. This category will also be applied to lands that are classified as major wetlands. Limited residential development could occur in a manner that does not negatively impact the ecological or aesthetic value of areas designated for preservation in their natural state. Criteria for identification may include the following:

1. Major Wetlands
2. Publicly owned lands used for recreation or wildlife/resource management.
3. Lands recommended remaining in their natural state due to the potential for destroying or degrading major natural wetlands.

*Land Use Category:*

#### **Natural Areas**

#### E. Institutional Mapping Criteria

Institutional lands are lands where public facilities exist or are to be located. Facilities include, but are not limited to, government services and institutions, educational, religious, cemeteries, medical and health care, military, power plants, solid waste disposal sites, communications and transmission towers and pipelines.

*Land Use Category:*

#### **Institutional**

#### F. Non-Metallic Mineral Extraction Mapping Criteria

These areas are considered economically viable resources, and are identified within specific boundaries to minimize or avoid conflict with other adjacent land uses. Resource extraction uses include clay, sand, gravel, and other aggregate extraction. The Town supports tipping fees for non-metallic mining operations in the Town for general revenue and infrastructure maintenance.

*Land Use Category:*

#### **Non-Metallic Mineral Extraction**

### **Section 8.8 Open Space And Rural Landscape Preservation**

If the implementation of the Open Space Design Option is used the Town of Stockton wants to allow for low-density residential development while also preserving the traditional rural/country appearance and character of the township. The traditional rural nature of the township with farms, woodlands, wetlands, quiet roads, and open spaces is what has drawn many residents to the Town. Residents have expressed a desire to maintain a countryside environment while also allowing opportunities for growth (see results of community survey in Appendix A). This open space section of the land use plan identifies areas in the Town suitable for low-density residential development, where additional efforts to preserve open spaces will be made.

The Open Space Design Option will allow low-density residential development at densities ranging from one dwelling unit per two-acres to one dwelling unit per ten-acres, depending on the base zoning. Residential dwelling units can be clustered onto lots as small as two-acres and remaining open spaces will be preserved through various zoning and legal techniques.

Residential parcels would be clustered at the time land is split under County plat requirements when the Open Space Design is selected. The Town of Stockton does not require all lots to adjoin the Open Space area, although permanent easements to allow access to the Open space are required for all lots. The Town will allow road right of way as a means of access and abutment for lots to the designated open space.

#### A. Primary and Secondary Open Space Areas

To protect those elements of the landscape that define open space and enhance the rural living experience, the Town of Stockton has classified portions of the Town as Primary and Secondary Open Space Areas. In general, Open Space Areas include lands that are either environmentally sensitive, such as wetlands, floodplains and prime agricultural soils, or are important for maintaining a rural, uncluttered landscape, such as sustainable farmlands, large woodlots, scenic views, historic architecture and wildlife habitat. A boundary map for the Primary Open Space Areas defined below is located in Appendix E of this Comprehensive Plan.

##### 1. Primary Open Space Areas

Natural regions of the town comprising only the most severely constrained lands, where development is typically restricted under current codes and laws. Portage County has determined the following elements to be included in the Primary Open Space Area:

- Wisconsin Department of Natural Resources Regulated Wetlands
- Federal Emergency Management Agency 100 Year Floodplain
- Riparian Buffers, 100 feet from lakes and navigable streams
- Public Parks and Recreation Property
- Lands enrolled in Land Trust Programs or Conservation Easements

##### 2. Secondary Open Space Areas.

Secondary Open Space Areas may include natural, historic or cultural elements identified by the community or developer as significant for preserving the natural landscape of the area. The Town of Stockton Board shall review individual requests for land splits when a landowner uses the Open Space Design Option. The Town Board will work with the property owner to determine which of the Secondary Open Space Areas should take priority on the proposed development, given the unique features that exist in different areas of the Town. The Town Board may delegate the planning responsibility to a designated Town Committee. Up to fifty percent (50%) of the Secondary Open Space Areas may be included in the developed area of any specific project.

The Town of Stockton has determined the following elements to be included in the Secondary Open Space Areas:

- **HYDRIC SOILS:** The Town should look to support alternatives to building on this type of soil. Groundwater and surface water contamination, as well as construction limitations, are common problems associated with developing in hydric soils. For the purpose of this plan, hydric soils are defined as soils where depth to groundwater is generally less than one foot from the surface.
- **SIGNIFICANT WILDLIFE HABITATS:** Preserve natural areas that attract and protect native wildlife, so the abundance of wildlife found in the Town will continue to flourish into the future. Significant wildlife habitat, for the purpose of this plan includes natural

meadows, woodlands exceeding 10 contiguous acres in area and natural corridors used by wildlife for movement throughout the area. Woodlands are a major component of the rural character of the Town. Where feasible, developments should work with the lay of the land, preserving them for aesthetic beauty and wildlife.

- **FARMED AGRICULTURAL REGIONS:** Family farms and smaller hobby farms contribute much to the rural character of the area. Every effort should be made to protect our prime agricultural soils and profitable agribusiness and farmlands for their continued viability. Rural development should be directed to areas where conflict with farming operations is minimized according to the Right to Farm Law.
- **SCENIC VIEW-SHEDS AND ROAD CORRIDORS:** The unique scenic beauty of the Stockton area undoubtedly persuaded many residents to settle here, and it should be maintained wherever possible. New developments should be sited to minimize intrusion into scenic vistas from public rights-of-way or natural areas. Homes should be buffered from roadways by natural vegetation wherever possible, and new road cuts should be kept to a minimum.

See Appendix F for a map of Primary Open Space Areas.

Although the main objective is to preserve the rural character, The Town of Stockton reserves the right to allow environmentally sensitive development in appropriate areas through the public hearing process and the granting of special exceptions where appropriate. The following is a simplified example of how an open space design may be determined for a property:

The first step, which involves the identification of open space worthy of preservation, is divided into two parts: Primary Open Space Areas (Figure 1) limited to regulatory wetlands, floodplains and steep slopes, and Secondary Open Space Areas (Figure 2) including those unprotected elements of the natural and cultural landscape that deserve to be spared from clearing, grading, and development.

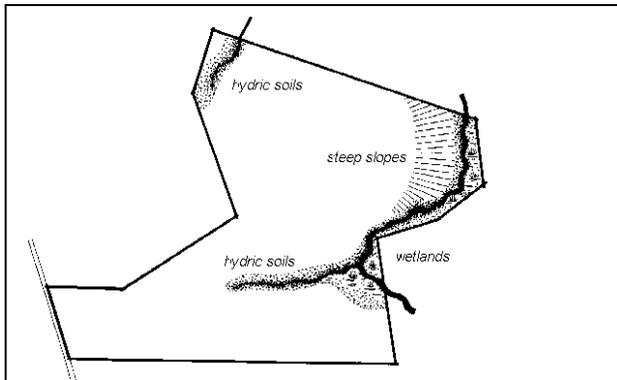


Figure 1: Primary Open Space Areas

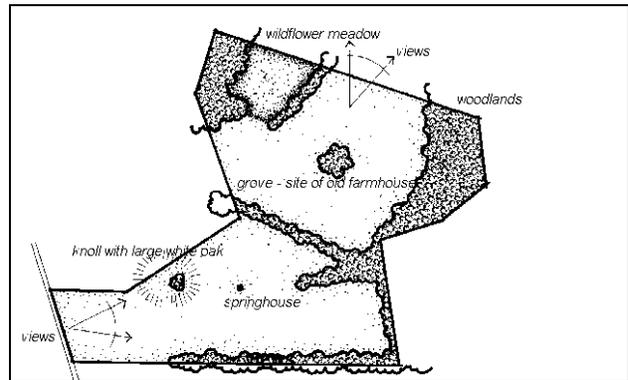


Figure 2: Secondary Open Space Areas

The result of combining the Primary and Secondary Open Space Areas, identified in the first step, is a map showing areas of the site suitable for future development (Figure 3). With development areas outlined, suitable home sites, roadways and lot lines can be added to the plan.

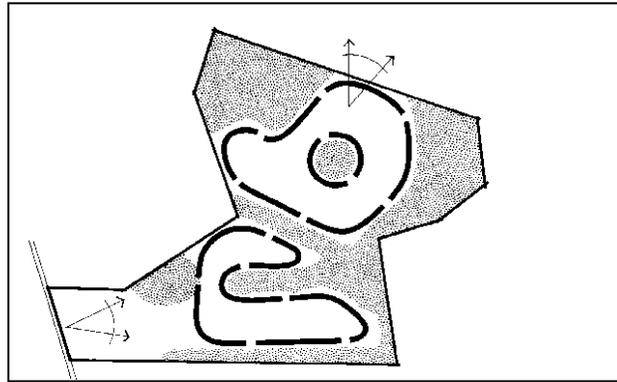


Figure 3: Suitable Development Areas

Figure 4 shows a finished subdivision, designed by the process described above. The subdivision on the right (Figure 5) depicts a conventionally designed subdivision, splitting the entire parcel into individual lots.

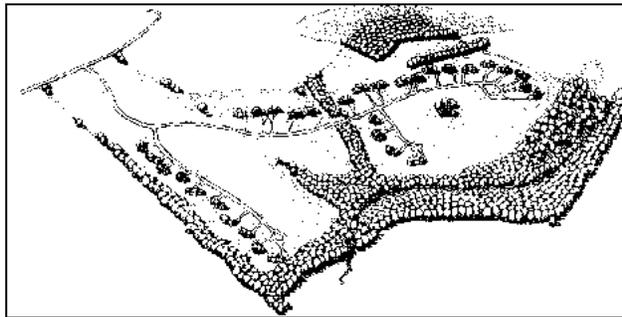


Figure 4: Open Space Designed Subdivision

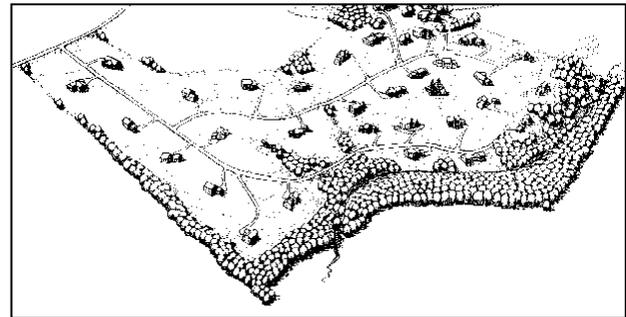


Figure 5: Conventional Design Subdivision

### **Section 8.9 Use of “Planned Development” Within the Town of Stockton**

In order for individual Towns within the County who fall under the County Zoning Ordinance (like Stockton) to utilize the new Planned Development (PD) Zoning District, its use must be discussed and justified within the Town’s Comprehensive Plan.

The intent of the PD District, as defined by the Portage County Zoning Ordinance, is to *accommodate higher density single or mixed use development in unique and appropriate circumstances across the County. The District provides an alternative to traditional site development, and allows for greater flexibility and imagination in design, while maintaining protection of the rural environment and preserving aesthetics, natural resources, and the character of agricultural lands.*

A PD is used to provide for flexibility from what a more traditional/conventional zoning ordinance would normally allow. The PD is designed and created as a single controlled project that allows a single- or multi-use development within its borders. PD type zoning is used to enhance preservation of natural resources/environment and encourage an innovative design to ensure adequate facilities and services for the development.

***Why is this type of development good for the Town of Stockton, and what does it provide for the Town? Why does the Town desire to have the ability to use a PD type of zoning district?***

- Properties that were previously seen as not valuable for development might draw more interest, including those that may have been considered as having development limitations in the past.
- PD may allow a variety of uses in a single development project, which could help increase the Town's tax base.
- PD may allow higher density residential development which should be good for local businesses (more people in town to support businesses).
- This type of development could lead to additional "meeting places" within the Town, something that there are not a lot of at this time.
- To encourage elderly and handicap housing opportunities, which are needed, especially for the aging community who wish to continue to make the Town of Stockton their home.

The PD District is intended to be used for unique development projects and not meant to be a widely used zoning option. Requests for Planned Development will be considered by the Town Planning Commission, the Town Board, and Portage County on a case-by-case basis, based on the goals, objectives, and policies of the Town's Comprehensive Plan. A successful Planned Development project shall comply with the Portage County Planned Development District (PD) Ordinance (Section 7.1.4.5).



## **CHAPTER 9 - IMPLEMENTATION**

66.1001 (2)(i) Wis. Stat:

**Implementation element.** A compilation of programs and specific actions to be completed in a stated sequence, including proposed changes to any applicable zoning ordinance, official maps, or subdivision ordinances, to implement the objectives, policies, plans and programs containing in 66.1001(2)(a) to (h). The element shall describe how each of the elements of the comprehensive plan will be integrated and made consistent with the other elements of the comprehensive plan, and shall include a mechanism to measure the local governmental unit's progress toward achieving all aspects of the comprehensive plan. The element shall include a process for updating the comprehensive plan. A comprehensive plan under this subsection shall be updated no less than once every 10 years.

*66.1001 (1) Definitions. In this section:*

*(a) "Comprehensive Plan" means:*

- 1. For a county, a development plan that is prepared or amended under s. 59.69(2) or (3)*
- 2. For a city or village, or for a town that exercises village powers under s. 60.22 (3), a master plan that is adopted or amended under s. 62.23 (2) or (3)*
- 3. For a regional planning commission, a master plan that is adopted or amended under s. 66.0303 (8), (9) or (10)*

*(b) "Local governmental unit" means a city, village, town, county or regional planning commission that may adopt, prepare or amend a comprehensive plan.*

*(c) "Political subdivision" means a city, village, town, or county that may adopt, prepare, or amend a comprehensive plan.*

The Comprehensive Plan is intended to be used as the guide for future development decisions. Its real value, however, will be measured in the results it produces. To accomplish the goals, objectives, and policies of the plan, specific implementation measures must be taken to ensure the Town of Stockton's actions meet the desires of its Comprehensive Plan.

### **Section 9.1 Comprehensive Plan Adoption Procedures**

The Wisconsin State Statutes establish the manner in which a Comprehensive Plan must be adopted by a community:

**66.1001(4) Procedures for adopting Comprehensive Plans.** *A local governmental unit shall comply with all of the following before its Comprehensive Plan may take effect:*

*(a) The governing body of a local governmental unit shall adopt written procedures that are designed to foster public participation, including open discussion, communication programs, information services and public meetings for which advance notice has been provided, in every stage of the preparation of a comprehensive plan. The written procedures shall provide for wide distribution of proposed, alternative or amended elements of a Comprehensive Plan and shall provide an opportunity for written comments on the Plan to be submitted by members of the public to the governing body and for the governing body to respond to such written comments.*

*(b) The Plan Commission or other body of a local governmental unit that is authorized to prepare or amend a comprehensive plan may recommend the adoption or amendment of a Comprehensive Plan only by adopting a resolution by a majority vote of the entire commission. The vote shall be recorded in the official minutes of the Plan Commission or other body. The resolution shall refer to maps and other*

*descriptive materials that relate to one or more elements of a comprehensive plan. One copy of an adopted Comprehensive Plan, or of an amendment to such a Plan, shall be sent to all of the following:*

- 1. Every governmental body that is located in whole or in part within the boundaries of the local governmental unit.*
- 2. The Clerk of every local governmental unit that is adjacent to the local governmental unit that is the subject of the plan that is adopted or amended as described in [66.1001\(4\)\(b\)](#).*
- 3. The Wisconsin Land Council.*
- 4. After September 1, 2003, the Department of Administration.*
- 5. The Regional Planning Commission in which the local governmental unit is located.*
- 6. The public library that serves the area in which the local governmental unit is located.*

*(c) No Comprehensive Plan that is recommended for adoption or amendment under [66.1001\(4\)\(b\)](#) may take effect until the political subdivision enacts an ordinance or the Regional Planning Commission adopts a resolution that adopts the plan or amendment. The political subdivision may not enact an ordinance or the Regional Planning Commission may not adopt a resolution under this paragraph unless the Comprehensive Plan contains all of the elements specified in [66.1001\(2\)](#). An ordinance may be enacted or a resolution may be adopted under this paragraph only by a majority vote of the members-elect, as defined in [s. 59.001 \(2m\)](#), of the governing body. An ordinance that is enacted or a resolution that is adopted under this paragraph, and the plan to which it relates, shall be filed with at least all of the entities specified under [66.1001\(4\)\(b\)](#).*

*(d) No political subdivision may enact an ordinance or no regional planning commission may adopt a resolution under [66.1001\(4\)\(c\)](#) unless the political subdivision or Regional Planning Commission holds at least one public hearing at which the proposed ordinance is discussed. That hearing must be preceded by a class 1 notice under [ch. 985](#) that is published at least 30 days before the hearing is held. The political subdivision or Regional Planning Commission may also provide notice of the hearing by any other means it considers appropriate. The class 1 notice shall contain at least the following information:*

- 1. The date, time and place of the hearing.*
- 2. A summary, which may include a map, of the proposed Comprehensive Plan or amendment to such a Plan.*
- 3. The name of an individual employed by the local governmental unit who may provide additional information regarding the proposed ordinance.*
- 4. Information relating to where and when the proposed Comprehensive Plan or amendment to such a plan may be inspected before the hearing and how a copy of the plan or amendment may be obtained.*

As previously stated in this plan, the Town of Stockton comprehensive planning process took place as part of a larger county-wide planning effort (see the Introduction section of this document). These concurrent and complementary regional and local planning efforts began in June 2001. On July 25, 2001, the Portage County Comprehensive Planning Joint Steering Committee adopted the Portage County Comprehensive Public Participation Plan. This extensive document detailed the many ways and opportunities that citizen input would be encouraged and facilitated throughout the formulation of the Comprehensive Plans across Portage County. On September 25, 2001, the Stockton Board adopted the Portage County Comprehensive Plan Public Participation Plan as a model for their process.

Beginning in January 2003, the Stockton Plan Commission and/or Smart Growth Committee held meetings to discuss the different elements that make up their Comprehensive Plan. Each of these meetings was open to the public and officially noticed, being posted in three public places and listed in the local newspaper the Stevens Point Journal. The Plan Commission recommended the Plan to the Town Board for consideration on April 12, 2006 with copies of the recommended draft made available for inspection at the new Town Municipal Center, the Charles M. White Memorial Library, Lettie W. Jensen Library, Portage County Planning and Zoning offices, as well as, being posted for viewing on the Portage County Comprehensive Planning website.

An open house was held May 24, 2006 to give residents a chance to view exhibits displaying maps and information from the Comprehensive Plan and ask questions on the document's content. A public hearing was held before the Town Board and Plan Commission on May 31, 2006. Based on comments from the 80+ persons who attended the Public Hearing, the Town Board delayed action in order to get more public input on the document, and work through the Plan element by element.

The Town Board held public meetings on June 8, 15, 22, 29, July 6, 17, 20, 27, and August 3, 2006 before recommending the amended plan. A second Public Hearing on the amended Plan was held on September 21, 2006, and the Town of Stockton Comprehensive Plan was officially adopted by majority vote at the October 26, 2006 Town Board meeting.

The process to update the 2006 Comprehensive Plan began in August 2011. The Plan Commission proceeded chapter by chapter to review and revise existing background information, and re-evaluate the issues, goals, objectives, and policies identified in each of the Chapters, and revise them accordingly. As with the 2006 planning process, each meeting of the Plan Commission to discuss the Comprehensive Plan update was open to the public and officially noticed. On **Month Day, Year**, the Plan Commission recommended the Plan to the Town Board for consideration, with copies of this recommended draft made available for inspection at the Town Municipal Center and Portage County Planning and Zoning office. A public hearing was held before the Town Board on **Month Day, Year**, and the Town of Stockton 2016 Comprehensive Plan was officially adopted by majority vote at the **Month Day, Year**, Town Board meeting.

## **Section 9.2 Comprehensive Plan Implementation**

Wisconsin State Statute 66.1001(3) establishes the actions that must be based on the adopted comprehensive plan (2003 Wisconsin Act 233 revised the original list of items to meet the consistency requirement) to include:

**(3) Actions, procedures that must be consistent with Comprehensive Plans.** *Beginning on January 1, 2010, if a local governmental unit engages in any of the following actions, those actions shall be consistent with that local governmental unit's Comprehensive Plan:*

*(g) Official mapping established or amended under [s. 62.23 \(6\)](#).*

*(h) Local subdivision regulation under [s. 236.45](#) or [236.46](#).*

*(j) County zoning ordinances enacted or amended under [s. 59.59](#).*

*(k) City or Village zoning ordinances enacted or amended under [s. 62.23 \(7\)](#).*

*(l) Town zoning ordinances enacted or amended under [s. 60.61](#) or [60.62](#).*

*(q) Zoning of shorelands or wetlands in shorelands under [s. 59.692](#), [61.351](#) or [62.231](#).*

The Town of Stockton came under Portage County Zoning jurisdiction in 1969 and Portage County still administers the Zoning Ordinance for the Town. The Town is also subject to the County's Shoreland and Floodplain Zoning, Subdivision, Private Sewage, Tower and Nonmetallic Mining Reclamation Ordinances and Wellhead Protection Ordinance.

The Town shall undertake a review of these regulatory tools for compatibility and consistency with the various goals, objectives and policies of the adopted Comprehensive Plan, and identify any sections of the documents that may need updating. The review period shall commence within 12 months of the initial adoption of the plan. The Town recommends revision and final approval for the updated regulatory tools to be completed within 24 months of the County Board adopting the Portage County Comprehensive Plan.

To ensure that this Plan will accomplish its intended goals, more steps will need to be taken beyond simply adopting this document. In general, the plans effectiveness depends upon the commitment of Town and County officials, as well as local residents, to follow through with the policies, recommendations and action plan contained herein.

#### Action Plan:

Annually the Stockton Plan Commission and Town Board will review progress toward goals reflected in the Action Plan. Specific actions needed to preserve the Town's rural atmosphere, guide growth and otherwise successfully implement this Plan include:

1. Update the Town of Stockton zoning map by June 2007 to reflect land use recommendations.
2. Review Comprehensive Plan Goals, Objectives, and Policies once a year at the annual Town meeting or at a specially called meeting in the Town.
3. Work with Planning and Zoning Department to create a Comprehensive Plan text and map amendment application form by January 2007, to be used by both the Town and Portage County.
4. Work to complete Town Ordinances, including a mobile home ordinance and a subdivision ordinance by the end of 2007.
5. Work with various organizations to provide educational materials to the public regarding all land use categories as requested.
10. Work with Planning and Zoning Department to utilize 'lot density' option in addition to lot size.
11. Maintain a written record of requests to amend the comprehensive plan. This process will be ongoing, but should commence immediately following plan adoption.

#### **Section 9.3 Relationship to Zoning**

While this Plan is intended to serve as a guide in updating the Town zoning map, it is advisory and does not have the authority of zoning. However, the State's Comprehensive Planning law requires that *beginning on January 1, 2010, if a local governmental unit engages in any of the following actions, those actions shall be consistent with that local governmental unit's Comprehensive Plan.* One of those actions is zoning, therefore, the Town's zoning map will have to be consistent with the recommendations found in this Comprehensive Plan.

The Portage County Board has the final decision-making authority regarding amendments to the Town zoning map, since the Town of Stockton is under County zoning jurisdiction. It is the County Board's established practice to seek the input of the Town Board, interested residents/landowners, and the Planning and Zoning Department when formulating decisions.

However, under State law, the Stockton Town Board is granted the power to veto any zoning change made within the Town by the County Board.

The Town of Stockton will rely on the Portage County Zoning Ordinance as the primary tool for implementing their Comprehensive Plan. Both the Comprehensive Plan and the Zoning Ordinance use districts to separate incompatible uses and specify appropriate development densities. Each land use district identified by this Plan describes the community’s expectations of what future development should consist of within specific areas. To implement those expectations, the Town must assign zoning districts that match the intent of their land use districts. Table 9.1 is provided to show appropriate zoning / land use district relationships.

**Table 9.1: Town of Stockton Zoning / Land Use Compatibility Table**

COMPREHENSIVE PLAN MAP CATEGORIES  PORTAGE COUNTY ZONING DISTRICTS	Enterprise Agriculture (L-1)	Intermediate Agriculture (L-2)	Limited Agriculture /Mixed Use (L-3)	Residential	Natural Area	Non-metallic Mineral Extraction	Commercial	Institutional	Industrial
R-1 Rural and Urban Fringe				X				X	
R-2 Single Family Residence				X <sup>1</sup>				X	
R-3 1 & 2 Family Residence				X <sup>1</sup>				X	
R-5 Waterfront Residence				X				X	
A1 – Exclusive Agriculture	X	X	X						
A20 – Primary Agriculture	X	X	X						
A2 – Agricultural Transition	X	X	X			X		X	
A3 – Low Density Agriculture			X			X		X	
C1 – Neighborhood Commercial							X	X	
C3 – Commercial							X	X	
C4 – Highway Commercial							X	X	
Industrial								X	X
Conservancy					X			X	

1. Development of lots less than two acres in size should be directed to areas within Stockton that may have possible access to municipal sewer and water.

**A. Use of Planned Development Zoning District**

In addition to the Land Use Category and Zoning District combinations listed in Table 9.1 above, the Town of Stockton also allows the use of the Portage County Zoning Ordinance Planned Development Zoning District. For direction on where and how this Zoning District can be applied within Stockton, please refer to Chapter 8, Section 8.9.

**Section 9.4 Integration, Amendment, and Update of Comprehensive Plan Elements**

**A. Integration**

The goals, objectives, and policies contained within the preceding eight chapters of this Comprehensive Plan, along with the accompanying inventory and analysis, have been thoroughly reviewed and approved by the Stockton Plan Commission and Town Board. Throughout the drafting and review process, great care was taken to include all issues and concerns from Board and Commission members, as well as from the community at large. Special attention was then given to making sure that the policies required to address the individual issues or concerns did not conflict, either with each other within the chapter, or

between the different chapters. The future revision of any Comprehensive Plan goal, objective, or policy shall receive the same level of deliberation and analysis as the original Plan; special attention shall be given so that the new adopted language does not create conflicts within or between chapters.

## B. Plan Amendment and Update

As cited at the beginning of this chapter, State Statute section 66.1001(2)(i), states that the Comprehensive Plan shall be updated no less than once every 10 years. To comply with this requirement, the Town of Stockton will need to undertake a complete update of this nine-chapter document and appendices by the year 2026. The Town may commence the update at any time prior to 2026 as Town conditions or needs change. The Plan Commission recommends updating every five (5) years.

Smaller-scale amendments to portions of the Comprehensive Plan may also be considered by the Town Board at any time. The public shall be notified of any proposed changes and allowed the opportunity to review and comment. The Town should consider resident's opinion in evaluating a proposed change. The procedure for amendment and update will be the same as original Plan adoption outlined in Section 9.1 above.

### 1. Amendment Initiation

The following may submit an application for a Comprehensive Plan amendment:

- Stockton Town Board
- Stockton Plan Commission
- Any Town resident \*\*
- Any person having title to land within the Town
- Any person having a contractual interest in land to be affected by a proposed amendment
- Any agent for the above

The applicant that proposes an amendment to the Future Land Use Map shall have the burden of proof to show that the proposed amendment is consistent with the remainder of the Plan.

\*\*Any Stockton resident may request for the Town Plan Commission to review future land use for a parcel of land (not owned by the resident making the request); and determine if it is in the Town's best interest to move forward with the request or deny it.

### 2. Application and Review Procedure

The amendment process described in Section 9.1 shall also include the following steps:

- a. **Submittal of Application.** The applicant shall submit a complete application to the Town Clerk, along with any applicable application fees. A copy of the application shall be forwarded by the Clerk to each member of the Plan Commission.
- b. **Application Review.** The Plan Commission shall review the application at one of its regular or special meetings for compliance with the Comprehensive Plan. Upon conclusion of their review, Plan Commission shall make a written recommendation to the Town Board for either approval or denial. This recommendation shall include finding of fact to justify the recommendation.

- c. The Town Board shall hold a public hearing on the request, per State Statute requirements. After reviewing the application, Plan Commission recommendation, and comments from the public hearing, the Town Board shall make a decision to approve the proposed amendment; approve the proposed amendment with revision(s) that is deemed appropriate or deny the proposed amendment. Such revisions to the proposed amendment shall be limited in scope to those matters considered in the public hearing.
- d. Update History of Adoption and Amendment. The Plan Commission shall establish a table entitled “History of Adoption and Amendment” for the purpose of keeping records on Plan amendments.

### 3. Application Requirements

- a. An application submitted by a resident/landowner/agent to amend the Future Land Use Map shall include the following:
  - A scaled drawing of the subject property.
  - A legal description of each of the parcels in the subject property.
  - A map of existing land uses occurring on and around the subject property
  - A written description of the proposed change
  - A written statement outlining the reason(s) for the amendment
  - Other supporting information the Town or applicant deems appropriate.
- b. Other Amendments. For all other types of amendments, the application shall include the following:
  - A written description of the proposed change
  - A written statement outlining the reason(s) for the amendment
  - Other supporting information the Town or applicant deems appropriate.

### 4. Special Considerations for Plan Amendments

- a. Internal Consistency. Amendments shall be made so as to preserve the internal consistency of the entire Comprehensive Plan.
- b. Granting special privileges or placing limitations is not permitted. No amendment to change the Future Land Use Map shall contain special privileges or rights or any conditions, limitations, or requirements not applicable to all other lands in the district.
- c. The amendment shall not create an adverse impact on adjacent land/land uses.
- d. The amendment shall not create an adverse impact on public facilities and services.

## **Section 9.5 Monitoring/Formal Review of the Plan**

To assure that this Comprehensive Plan will continue to provide useful guidance regarding development within the Town, the Stockton Plan Commission must periodically review and amend the Plan to ensure that it remains relevant and reflects current Town values and priorities. In order to achieve this, the Town Plan Commission Chair shall request, at least once every year, to place the performance of the Comprehensive Plan on the agenda of a regular or special Plan Commission meeting for discussion and recommendation to the Town Board. Discussion should include a review of the number and type of amendments approved throughout the previous year,

as well as those that were denied. This information serves to gauge the adequacy of existing policies; multiple changes indicate policy areas in need of re-assessment. Other topics would include changes to either the development market or residents' attitudes and values toward different aspects of Town life. As a result of this discussion, the Plan Commission would recommend either no change to the Plan, or one or more specific changes that should be addressed. At this point the process detailed in Sections 9.1 and 9.4 above would commence.