

The General Plan of the Town of Stockton, Utah, 2020.



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Student Team
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- With special thanks to course instructor, Bruce Parker, AICP.*

This plan was adopted on XX,XX, 2020.

INTRODUCTION



Students from the University of Utah gather in front of the Stockton Jail on a cold winter day.

Why Plan?

There are many reasons to plan. Overall, planning helps a community thrive as the community it wants to be. Five more specific reasons include:

1. Planning helps communities choose their desired futures; in that sense, planning helps communities avoid change "just happening" to communities.
2. By linking data, local knowledge, and on-the-ground conditions, planning clarifies specific issues and identifies potential solutions.

3. Planning helps preserve strengths, mitigate problems, avoid threats, and achieve goals.
4. The planning process brings together community members through a common goal: bettering a community for the long-term.
5. Utah State Code 10-9a-4 requires each municipality in Utah to prepare a General Plan.

Plan Background

As Stockton's previous General Plan was written by Tooele County staff in 2002, Mayor Thomas Karjola, Stockton Town Council members, and the Planning Commissioners recognized the need for a new General Plan. They coordinated with professor Bruce Parker, University of Utah, and City and Metropolitan Planning Department's "Resort and Small Town Planning" Master's-level class took on the General Plan as their semester-long project.

The graduate student team undertook this planning process with six purposes.

They wanted to ensure this draft plan was:

1. data-based,
2. informed by local knowledge,
3. directed by community input,
4. comprehensive,
5. accessible to understand, and
6. actionable.





Stockton's General Plan:

- is a guiding document for how the community makes development decisions.
- looks toward the long-term. It addresses:
 - What is the community's vision for itself in the next 5, 10, or even 20 years? How can the community achieve that vision?
- communicates the community's wants and needs regarding housing, transportation, land use, and other topics to elected officials.
- must include a transportation element and a land use element; per Utah State Code 10-9a-401.
- is a "living document," intended to be amended and updated as necessary.

Data-Based

Since getting where you want to go without knowing where you are is impossible, compiling accurate and reliable information is crucial for good planning. Students gathered information from various credible sources. The Brief History of Stockton, Utah (Stockton Bicentennial History Committee 1976) provided great insight and facts about Stockton's rich history. The United States Census Bureau's American Community Survey proved especially useful for gathering statistics. Whenever possible, data from the most recent survey, 2018, was used. In some cases, data from 2017 had to be used. The United States Census Bureau's Decennial Census was also used for its accuracy, although 2010 data is a bit outdated for 2020. Affordable housing statistics and projections were obtained from the Utah Department of Workforce Housing, Division of Housing and Community Development.

Reading the Plan

This plan contains six major sections: who we are, land use, connectivity, housing, economic development/recreation, and the annexation policy plan. "Who we are" presents information regarding Stockton's history, current demographics, housing conditions, and the economy. Understanding Stockton's current conditions ensures that the plan is well-informed and data-driven. The five topic-based sections share a template. Each has:

- An analysis of the topic.
- A description of Stockton's desired future for that topic, including goals.
- A quote from a Stockton resident or a summary of survey results, showing how public feedback informed the analysis and description.
- An explanation of underlying planning concepts.
- An implementation plan, outlining the specific actions to take, a timeline for completion, the

MAKING THE GENERAL PLAN

Local Knowledge and Community Input

On Wednesday, January 22, 2020, Mayor Karjola spoke with the class at the University of Utah for over an hour. On Saturday, February 8, 2020, the class traveled to Stockton. Students spoke with Mayor Karjola and Planning Chair Don Hill for three hours and toured the town. Throughout the semester, students coordinated with Mayor Karjola and with the Planning Commission via email.

In February, students began public outreach. Hearing from Mayor Karjola that Facebook is a popular platform for Stockton residents, students crafted a Visioning Survey that was posted on Stockton's Facebook page. Additionally, to reach as many Stockton residents as possible, the survey was attached to March's utility bill.

A second survey, The Development and Opportunities Survey, was created to understand the community's feeling towards different types of development. The intent of the survey was to assess the future needs and desires of residents while identifying which existing elements should be preserved to uphold the small-town charm of Stockton.

Due to the COVID-19 global pandemic, the public outreach process of this plan was greatly hindered. Our interactions with community members were limited to online and paper correspondence. Government restrictions on social gatherings eliminated the ability of the University of Utah team to hold public meetings or workshops with the community.

relative cost, the responsible party(ies), and the goal(s) that each action supports.

At the plan's end are appendices with additional, helpful maps and images as well as a list of resources.

USING THIS DOCUMENT

This plan can be useful for elected officials, town staff, and residents alike. All can use the plan as a tool for generating dialogue about Stockton and authenticating that proposed town projects align with Stockton's goals. Uses specific to your role arise as well.

- If you are a **RESIDENT**, you can use the plan to understand Stockton's goals and trajectory, develop or expand a business, and inform your real estate decisions.
- If you are an **ELECTED OFFICIAL**, you can use the plan to understand your constituents' long-term goals, coordinate the budget with the community's goals, and guide your decision-making.
- If you are a **TOWN EMPLOYEE**, you can use the plan to direct applications for grants, identify what kind of development is appropriate and where, guide capital improvements, coordinate ordinances and regulations with the community's goals, and protect the town's character.
- If you are an **ARCHITECT, BUILDER, or DEVELOPER**, you can use the plan to understand the community's character and design projects accordingly, learn the town's development priorities, and identify what kind of development is appropriate and where.



WHO WE ARE



In 2010, 540 people lived in Stockton, and Tooele County hosted a population of 56,218 (2010 Census). By 2018, the U.S. Census Bureau estimated that Stockton's population had increased to 722 while Tooele County's population jumped to 69,907 (USCB 2018). Due to Tooele County's available land for development, its location, and its access to the opportunities offered in the Salt Lake Valley, Tooele County is expecting continued high growth.

What Tooele County's growth means for Stockton is uncertain. A likely scenario is continuous growth that spills over from Tooele City as Tooele's land develops. Utah's Department of Workforce Services projects that Stockton's 2025 population will be 945 (DWS Affordable Housing Calculator). A 2025 population of 945 would mark significant growth for Stockton. However,

this projection takes the growth rate of previous years and applies that to the future, and it does not take into account growth from annexation.

Planning ahead will allow Stockton to maintain its identity and values in the face of different scenarios regarding population change. The first step is understanding existing demographic, economic, and housing conditions. Knowing the existing conditions orients you; if you know where you are, it's a whole lot easier to direct yourself to your destination. To that end, the next pages provide a summary profile of the Stockton community.

Vision: Stockton will embrace its history, continue to build on shared values, and be recognized as a close-knit community that lifts up all of its neighbors.



2018 DEMOGRAPHICS

61 People identify as Hispanic or Latino

68 Veterans

74 People have disability status.

87.9% High School Graduate or higher

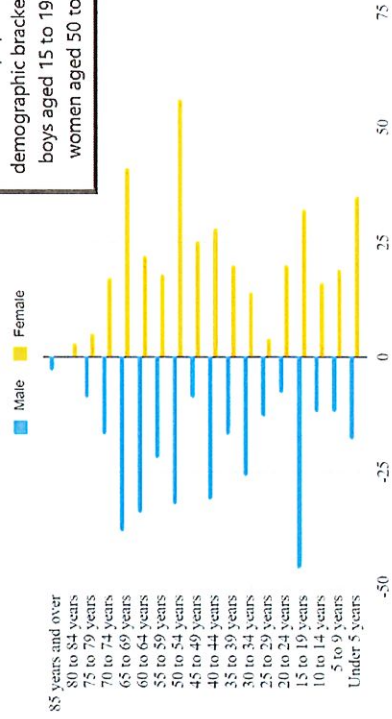


258 Households
Average Household Size = **2.8** people

Median Age = **44.4** years

70 Currently Enrolled High Schoolers

Stockton's Population Breakdown in 2018



The most populated demographic brackets are boys aged 15 to 19 and women aged 50 to 54.

2018 ECONOMICS

332 People in the Workforce
=
56.7% Labor Force Participation Rate

Employment by Industry: # **Employed**

- Construction: **53**
- Educational services; health care; social assistance: **52**
- Retail trade: **44**
- Manufacturing: **36**
- Arts; entertainment; recreation; accommodation; food services: **29**
- Public administration: **27**
- Finance; insurance; real estate; rental; leasing: **23**
- Transportation; warehousing; utilities: **23**
- Professional; scientific; management; administrative; waste management services: **22**
- Other services, except public administration: **11**
- Wholesale trade: **9**
- Agriculture; forestry; fishing; hunting; mining: **5**
- Information: **1**

\$15,417
\$38,882
\$61,875
Median Household Income

7.8% People in Poverty



29-minute Average Commute to work



2.0%



What do residents say about their community?

Students began the public outreach process in February. Hearing from Mayor Karjola that Facebook is a popular platform for Stockton residents, the team crafted a Visioning Survey that was posted on Stockton's Facebook page on March 5. The survey was also attached to the town's March utility bill to maximize its reach. This 5-question survey asked broad questions about what respondents like about Stockton now, what values are important to them, and what changes they would like to see over the next 10 years. The team received 31 complete or partial responses, for an overall response rate of about 4% for the town. The themes that emerged from the results were a desire to preserve the town's rural character and small-town feel, improve the town's roads and services, and provide a safe community for residents.

The team used the results of the Visioning Survey to inform a second survey, called the Development and Opportunities Survey. This survey was attached to the town's April utility bill and garnered 18 complete or partial responses for a response rate of about 2.5%. This 7-question survey asked residents to state their preferences from among various growth and development scenarios, identify which elements of Stockton's character should be preserved or expanded, and select which (if any) public transit options they would utilize. Themes that arose from the results are a strong aversion to medium- or high-density housing options, and a slight preference for new local retail and service businesses, particularly a cafe.

In summary, the residents of Stockton on the whole like the town just the way it is, but they could probably abide having a few services in town that don't require a trip to Tooele.

OUR COMMUNITY

Stockton is unlike anywhere else in Utah. While residents praise its rural, small-town feel, the Town is just a short drive from Tooele, Salt Lake City, and even Lehi. This means residents have access to the growing economic activities in the surrounding metro areas. This is all while enjoying unparalleled views of the Oquirrh Mountains and immediate access to public lands for off-roading, hunting, fishing, and hiking. But what really stands out about our community is the people.

We are the Town that streams our commission and council meetings over Facebook Live so that all our residents can get involved in community happenings, regardless of their work schedules or parental obligations. We are the Town that recorded the lineage and personal histories of every resident in 1976 in order to produce a comprehensive book on our history. We are the Town that during the COVID-19 pandemic, drove the Easter Bunny around in the back of a pick-up truck to waive and pass out candy to all of our children, so that their holiday may be special even during a mandated quarantine. We are the Town that will continue to care for our home and for each other.

We are Stockton.

Demographics

Compared to the state of Utah, Stockton has a much higher median age and a smaller household size. If future households in Stockton look like the average household in Stockton today, then housing needs in Stockton may be different than what the zoning code currently plans for. For example, there may be a strong need for cozy, 2- or 3-bedroom homes rather than expansive 5- or 6-bedroom homes. This ties into Stockton's water concerns as well: the kinds of homes that are built influences how much water and other utilities will

be needed.

The population pyramid shows a declining male population over time, besides the 15 to 19-year-old bracket exception. The female population, on the other hand, is oscillating.

Subsets of Stockton's population may require different services than the population at large. Stockton's veterans may need transportation services to the nearest Veterans Association; Stockton's Hispanic and Latino residents might visit other places to fulfill cultural desires; residents with a disability status may benefit from better access to health care services.

Economics

There is a large discrepancy between male and female median income. What is causing this discrepancy? Are more women choosing not to work? Are women employed in lower-paying jobs? Is a lack of transportation options limiting what jobs Stockton women can access? Is a lack of convenient or affordable daycare options another limiting factor? Depending upon these answers, different strategies can be undertaken to improve the economic condition of Stockton women. For example, is there opportunity to provide job trainings, inform the community of job fairs, or hold monthly workshops on resume-building and cover-letter writing? Is there opportunity for home businesses? Can a car-pool system be set up?



Stockton wide-open spaces. Photo credit: Kayla Mauldin 2020.

Values

Community feedback revealed four central values which guided the creation of this document:



Stockton residents value a rural lifestyle that is quiet, slow-paced, and rooted in wide-open spaces.



Stockton residents value immediate access to recreational amenities including viewsheds, areas for hunting and fishing, and hiking and off-roading trails.



Stockton residents value their past, most significantly, their early mining and ranching culture.



Stockton residents value relationships with one another, strong community bonds, and altruistic attitudes. The community's culture is based on helping neighbors and working collectively toward common goals.

"We have quality residents who really step up when a community neighbor is in need."

-Response from the Stockton Visioning Survey 2020.





Why Embrace Our History?

The history of Stockton is held dear by residents of the Town. Many of the men and women who live in the area today descended from the early miners and farmers who were instrumental in Stockton's founding. Remembering our past helps us better understand the traditions, way of life, and culture that we value as a community.

The past can also inspire the future. Stockton once held regional amenities such as the Train Depot, IOOF, Dance Hall, and the state's first electric light. This history, combined with the small-town lifestyle and connection to the outdoors, is part of what makes Stockton stand out from other rural towns in Utah. This is a unique place that should be celebrated, preserved, and nurtured for years to come.

"Precious also is the memory of my parents and of being awakened by my mother early in the Spring as she nudged us saying, 'Wake up, listen to the Meadowlarks singing; they are singing Stockton's a Pretty Little Place!' As we listened then; and even now the Meadowlark seems to be singing, 'Stockton's a Pretty Little Place.'"

- Katie Painter Kading Ross 1976

A BRIEF HISTORY OF STOCKTON

The area that later became known as Stockton was first inhabited by Native Americans with Goshute and Piute ancestry. The earliest peoples referred to this area as Shambip, believed to translate to 'Rush' in English. This is where Rush Lake (previously Lake Shambip), which touches the southwest border of Stockton, derived its name.

In 1854, Colonel Steptoe and the Second Detachment Company of Artillery of the United States Army arrived in the area and set up camp along Lake Shambip. The purpose of the detachment was to monitor Mormon pioneers in the area and preserve the peace. Soldiers at Camp Relief traded with the native peoples of Shambip for trinkets and jewelry, likely made from the precious metals buried in the hills and mountains surrounding Stockton. Over time,



Camp Relief (Utah State Historical Society, digitized in 2008).

native peoples were pushed out of the area by the white settlers, and little is known about the history or culture of those early inhabitants of Shambip.

Eventually Colonel Steptoe and his Company departed for California, but a few soldiers stayed behind to make their home in the area. In 1862, another Company arrived out of California, this time led by General Patrick Connor. The General was interested in the area's metals and sent his soldiers searching the hills. In 1864, those soldiers located lead and oxide ore. General Connor commissioned his men to survey the town and lay out a street system. The area known as Shambip, which became Camp Relief, was renamed Stockton by the General. It is believed that General Connor named the town after Stockton, California, a place that had experienced its own gold rush in 1849. The Town's main street was named Connor Avenue after the General.

Extraction began quickly after the discovery of silver, gold, copper, and lead in the hills. The population of Stockton soared to over 4,000 people during the peak of the mining days. Homes were built along with saloons, boarding houses, and shops (including the town blacksmith). Mining operations in Stockton became very important to the state and nation's economy. Stockton was the first town in Utah to use electric lights, and the first telephone in Tooele County was installed in 1890 at Stockton's Homerine Mine. The area was home to the first smelter west of the Mississippi. Stockton officially incorporated in 1901.

This bustling mining town was even home to a jail and a train depot. The Stockton Jail was built in 1902 and is nestled at the base of Tabernacle Hill on Clark Street. Although it was designed to contain even the toughest of men, the jail was never used for much more than an overnight holding cell for drunks or those who had

hitchhiked a ride on the train. The jail remains today, although it has not been in use for some time. The train depot was built along the Union Pacific tracks in 1904-05. The depot served both freight and passengers. Soldiers coming home after the end of World War I stuck their heads out of the train windows and waved joyously as they passed through Stockton on their way to California. Unfortunately, the depot was later demolished.



Stockton miners pose outside of mine entrance (Utah State Historical Society, digitized in 2012).

Culture and Traditions

During this time, the town of Stockton maintained many rich cultural traditions. One of these was baseball. Baseball fields existed within Stockton's town limits even in the early 20th Century. Team photographs date back to at least 1910, and likely even before.



Stockton baseball team poses by Rush Lake (contributed by George Millward, digitized by Utah State History).



Stockton baseball uniform (contributed by George Millward, digitized by Utah State History).

OTHER TRADITIONS

- "Pay-day candy" at the town General Store, whereby every payday, miners would come pay their debt at the store. In return, for the payoff, the store-keeper would give the miner a sack of candy to enjoy.
- Christmas Eve Program and "sock tradition," where Stockton residents would gather at the church to watch children perform in dances and a program on Christmas Eve. Santa would appear during the night, and hand out a large sack full of candy, nuts, and an orange to each child. This tradition was started by the miners of the town, who would pool their money every holiday season to ensure that each child woke up to a full stocking from Santa on Christmas morning.
- "May-pole Dance," a spring celebration which featured school children dressed in all white, putting on a performance with colorful streamers. The day was complete with picnics and walks into the hills above Stockton.
- "Rail-walking" on the tracks by the train depot was a common recreational activity on Sunday afternoons after church.
- The "I.O.O.F. Hall" (Independent Order of Odd Fellows) served as the gathering place for much of the community. Built in 1902, the hall was used for meetings of lodge members and for recreational purposes. It hosted every public dance, card party, and many Christmas programs and school functions. The dance floor featured in the I.O.O.F. Hall was well known and highly regarded in the county, and many aspiring local musicians played there.

Present Day Stockton

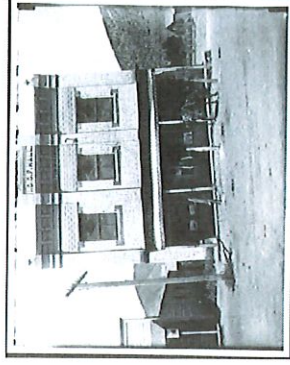
Although extractive industries still impact the town, Stockton's employment in mining has dwindled. With the loss of mining, the Town has seen a great decrease to its population, dropping from over 4,000 residents to under 800. The population that remains includes descendants of early Stockton miners and ranchers, as well as households that have sought to escape the surrounding bustle of the Wasatch Front for a quieter, country lifestyle. Residents still enjoy baseball tournaments and the sound of the meadowlark. And hunting and off-roading through the surrounding hills and mountains are popular pastimes. The town has beautiful views and proximity to recreational opportunities to offer current and future generations.

Many of the historic sites and buildings have been lost over the decades, but Stockton residents hold on to the stories of their ancestors. A few nods to Stockton's past remain:

- **The Stockton Jail:** a single-cell jail built in 1902 to house criminals during the heyday of Stockton's mining operations. The jail is no longer in service but remains standing at the base of Tabernacle Hill. A chain-link fence keeps people away from the structure.
- **Stockton Daughters of Utah Pioneers Museum:** located in Town Hall, this collection of artifacts and news clippings tells the story of Stockton's past. It features photographs, machinery, and even early baseball uniforms. The museum does not have regular hours of operation but is open to the public upon request.
- **Stockton Town Hall:** Town Hall, erected in 1929, was originally used as a schoolhouse. Today it hosts town staff and serves as the location of community meetings.

- **Stepcoe Historical Marker:** Located along Rush Lake, just outside of Stockton's borders, this site marks the place where Colonel Stepcoe and his troops set up Camp Relief.

Other historical markers in Stockton symbolize important people and events (such as the first electric light in Tooele County).



A horse tied up in front of the old I.O.O.F. Hall (contributed by George Millward, digitized by Utah State History).



The Stockton Jail (Kayla Mauldin 2020).



MOVING FORWARD

Case Study: Coalville, UT

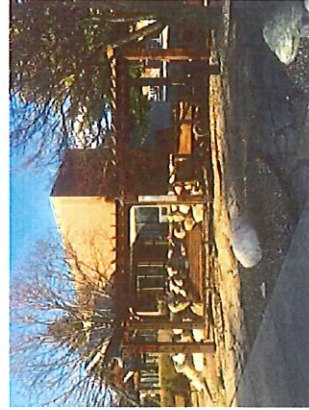
Coalville, Utah, in northeastern Summit County, has many similarities to Stockton. A coal vein was discovered in 1854 in the Chalk Creek area, launching a mining boom. A railroad spur was built in 1872 to take coal from Coalville to the Union Pacific main line in Echo, Utah.

Coalville has successfully retained its mining heritage through the addition of several small parks and monuments in the community. In front of Town Hall (pictured) there is a scene of an underground mine, created with donated materials and volunteer labor. At the County Courthouse, an old mining cart stands as a symbol of the past. In 2005, Coalville was awarded a grant from UDOT to revitalize its Main Street. Part of this project included the construction of a pocket park, which features an old Ford truck salvaged from one of the area's abandoned mines. The town's residents have been very supportive of historic preservation efforts, even showcasing old mining carts in their own front yards. Shortly after the Main Street Revitalization Project, an abandoned motel was torn down and replaced with a replica of the original Coalville Schoolhouse that had stood on the site (although the replicated schoolhouse now serves a modern function as a car wash). Because of volunteer support and available grant funding, many of the improvements made in Coalville were done with little cost to the Town. Stockton can learn lessons from Coalville's approach and use those lessons to launch its own historic preservation campaign.

History of Coalville taken from Summit County Historical Society 2020.

It is obvious that Stockton is a community that knows what it stands for, values, and desires. Stockton residents know each other and care about their neighbors' welfare. In terms of internal communication and collaboration, Stockton sets an example for other small towns in Utah. The use of Facebook Live for public meetings in addition to the opportunity to participate in public meetings in-person is innovative, and the result of having two methods for participation is more widespread community engagement. This practice should be continued. Town celebrations are another great way to foster community engagement. Bringing back Stockton Days is an opportunity to celebrate Stockton's history while cultivating a sense of community.

Stockton can also leverage collaborations with other municipalities, agencies, and entities to accomplish quality of life improvements for residents. Regular meetings among Stockton representatives and representatives of other entities can lead to mutually beneficial relationships. From information-sharing to resource sharing to event sponsorship to capital improvement funding, many opportunities arise from partnerships across boundaries.



Coalville Town Hall (contributed by Teresa Mikessell 2020).

Goal: Continue growing strong, mutually-beneficial relationships between Stockton and other municipalities, agencies, and entities, as well as among Stockton residents and elected officials.					
Objective 1: Enable the success of Stockton through collaboration and coordination with others on projects that transcend boundaries and/or would benefit from engaging all stakeholders.					
Proposed Action(s)	Lead(s)	Timeline:	Estimated Cost:	Metric:	Resources/Tools:
Host a quarterly meeting in Stockton with representatives from Tooele County, Tooele City, UTA, UDOT, the WFRRC, and the Governor's Office of Economic Development.	Town of Stockton	Two months preparation; Hold quarterly	\$ (reserve room in Town Hall)	Are meetings happening? Do closer relationships result in the amplification of Stockton's voice?	Harvard Business Review: Collaboration & Conflict
Attend WFRRC meetings.	Stockton Mayor	Quarterly	\$ (gas to drive to meeting)	# of meetings attended	Wasatch Front Regional Council
Accomplish larger capital improvements through collaborative efforts.	Town of Stockton; partners	Two years	\$\$\$	# of projects accomplished	Harvard Business Review: Building Collaborative Teams
Use social media to share problems and innovative solution strategies.	Town of Stockton; partners	Immediate	None	# of policy/program ideas shared between entities	Social Media as a Tool for Planning
Objective 2: Maintain open communication among residents and build on shared values/history.					
Proposed Action(s)	Lead(s)	Timeline:	Estimated Cost:	Metric:	Resources/Tools:
Continue to use Facebook Live at town meetings and other events.	Town of Stockton	Immediate	None	Average # of views per meeting/event	LiveStreaming for Governments
Bring back Stockton Days.	Town of Stockton; Residents	Annually	\$\$	Is event happening? # of people attending	Why Cities Should Invest in Festivals
Have an ongoing, interactive feedback board in town for residents to feel engaged, excited, and informed about town events and plans.	Town of Stockton;	1 month preparation, ongoing with monthly update	\$	Is board installed? # of comments left	Online Public Engagement Resources (Inspired by COVID)
Obtain state and federal funding to restore Main Street and historical features in Town.	Town of Stockton; UDOT; Volunteers	3 Years	\$\$ (Grants available)	Addition of historic markers, infrastructure, or design elements that honor Stockton's history. Increase in local interest in Town history.	Historic Preservation Utah Financial Resources



LAND USE



Utah Code §10-9a-403 requires every municipality in the state to include a land use element in its general plan. That land use element shall designate the long-term goals and the proposed extent, general distribution, and location of land for the following uses: housing for residents of various income levels, business, industry, agriculture, recreation, education, public buildings and grounds, open space, and other categories of public and private uses of land, as appropriate. This section of the Stockton general plan fulfills this requirement.

This section of the general plan will discuss the land on which the town sits, how it is currently being used, and how it may be used in the future. These uses are determined by the town's zoning ordinances, laid out in the Town Code. These ordinances establish different zoning districts. All land within the jurisdiction of the Town of Stockton falls into one of these districts. Each district has different rules for what activities can and cannot be conducted on the land within it. The following pages provide a map of Stockton's current land use and a brief description of each of Stockton's seven (7) zoning districts.

Vision: Stockton will preserve its rural character and small-town feel by concentrating expected residential growth and commercial development over the next 10 years along Highway 36, leaving the rest of the town with its current look and feel.





TOWN OF STOCKTON - ZONING ACREAGE -

EXISTING CONDITIONS

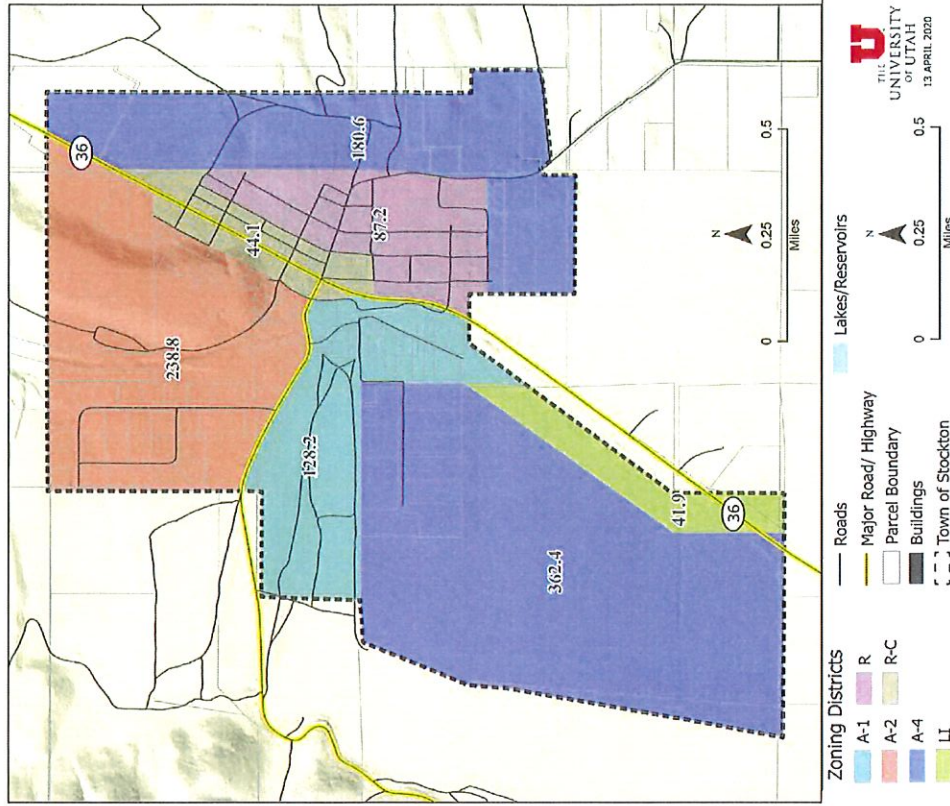
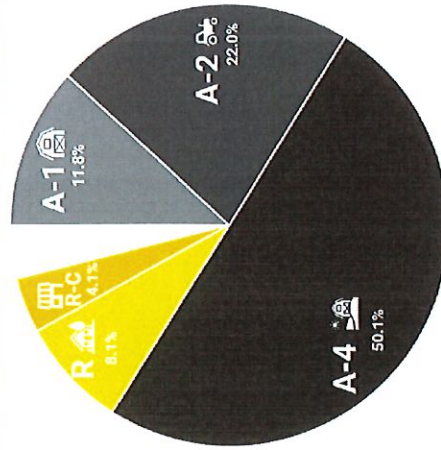
The Town of Stockton encompasses 169mi² (or 1063 acres) of land in Tooele County, Utah. The town's residents cherish its small-town feel and rural character. With an estimated 2018 population of 722, the town as a whole has a population density of approximately 427 people/mi². By way of comparison, Salt Lake City's estimated 2018 population density was 1,805 people/mi², and that of Tooele City was 1,643 people/mi². Just under 84% of the town's land is currently in one of the three agricultural zones. The remaining 16% is split between Residential (8%), Residential-Commercial (41%), and Light Industrial (3.9%). Although there is an existing Multiple Residential (R-4) Zoning District in the Town Code, no land is currently zoned for that district.

The Role of Land Use and Zoning:

In the field of planning, land use is the concept of how the land in a given area is developed and utilized. Will it be left undisturbed for conservation? Used for farming or livestock grazing? Split into parcels and developed for houses or businesses? Designated for a new road or railroad?

Land use is the single most influential decision for how a town or city will grow, shrink, or remain the same. It determines where people can live, where they can work, where they can shop, and how close these different uses can be to each other. The organization of these land uses determines the layout of transportation, sewer, power, and water networks, and thus, determines the fabric of the community.

Zoning Districts by Percent of Total Acreage





Current Zoning Districts Defined:

- Agricultural (not less than 4 acres):**
Land in this zone is primarily devoted to raising livestock and/or growing crops on parcels no less than 4 acres in size. Permitted uses include gardens, orchards, field crops, livestock grazing, farming equipment and facilities, and structures for the maintenance of livestock. Though it is named agricultural, this zoning district also allows for one-family dwellings, as well as churches and schools (on a minimum of 5-acre parcels) and home occupations subject to other Town Code regulations.
- A-4**
- Agricultural (not less than 2 acres):**
Land in this zone is primarily devoted to raising livestock and/or growing crops on parcels no less than 2 acres in size. Permitted uses include churches, gardens, orchards, field crops, livestock grazing, structures for the maintenance of livestock, minor utility transmission projects, public parks and playgrounds, and foster care homes. Though it is named agricultural, this zoning district also allows for one-family dwellings and earth shelter home projects, as well as public schools and buildings, home occupations, and residential facilities for disabled people subject to other Town Code regulations.
- A-2**

- Agricultural (not less than 1 acre):**
Land in this zone is devoted to creating a combined residential and agricultural environment. It has the same permitted uses as the A-2 zone, but a minimum parcel size of 1 acre.
- A-1**

- Residential (not less than 12,000ft²):**
Land in this zone is primarily devoted to one- and two-family dwellings. In the early days of the town, lots were 40ft x 100ft for a total area of 4,000ft². In 1994, ordinances were passed mandating that building parcels be made up of 2 contiguous lots, thereby doubling the minimum parcel size. In 2006, this minimum was increased to 3 contiguous lots, or 12,000ft², which is the current minimum. Parcels smaller than this minimum may be built on, pending strict conditions. This zone also allows for the conditional use of planned unit developments and condominiums. A planned unit development (PUD) is a large-scale development, frequently with multiple uses (residential, commercial, industrial, and/or open space) completed as a single project.
- R**

- Multiple Residential:**
Land in this zone is primarily devoted to one-, two-, and multiple-family dwellings, up to 4 dwelling units per structure. Buildings with more than 2 dwellings must receive site plan approval from the Planning Commission. Development in this zone is denser than the R residential zone, with a variety of dwelling types. This zone also conditionally allows planned unit developments and condominiums.
- R-4**

- R-C Residential-Commercial:**
Land in this zone is primarily devoted to providing attractive entrances to the town and to reduce residential-commercial land use conflicts along the town's main road UT-36. This zone is envisioned to facilitate the creation of a commercial core for the town and expand its tax base. Permitted uses include entertainment businesses, financial services, hotels and motels, motor vehicle sales and services, restaurants, retail stores, and offices, among others.
- R-C**

- Light Industrial:**
Land in this zone is primarily devoted to businesses engaged in light manufacturing, processing, warehousing, and fabrication of goods and materials, in order to avoid encroachment on or by other residential or commercial uses. Permitted uses in this zone include animal hospitals, storage of agricultural products and machinery, nurseries and greenhouses, livestock and commodity auctions, manufacturing and warehousing of goods, food processing, and truck terminals.
- LI**

BUILD-OUT ANALYSIS

We estimate that there are approximately 344 acres of land available for development in Stockton, leaving 258 acres once area for roads and utilities is subtracted. Based on the current zoning of this land, a maximum of 141 single-family homes could be supported. There are 167 children under the age of 18 living in Town (ACS 2018 Estimates), meaning that not all of the current generation of children will have the ability to move into their own house in Town (if they desired to do so). Additionally, the town's population is predicted to grow by 223 people by 2025. With expected internal and external growth, competition for housing will increase and likely drive prices up

The build-out analysis considers only residential uses. Commercial uses are also important to the vitality of Stockton. What businesses does the

Town need to support its current and projected population? With current zoning, is there room for those businesses to grow and prosper? The R-C zone is the only existing zone that allows for commercial businesses, such as retail and food services. One parcel appears to be vacant in this zone, providing 0.53 acres of space for new commercial development.

This was a simple study analyzing the capacity of Stockton's current zoning patterns to accommodate new development. Overall, the zoning does not appear adequate to meet future needs for housing and commercial development. However, re-zoning is not the only solution. Other remedies include infill development, a lowering of minimum lot sizes, or even an ordinance that allows for accessory dwelling units on single-family lots.

Zones with Vacant Land	Available Vacant Acres*	Housing Units Allowed Per Acre**	Max Housing Unit Capacity
A-1	58.28	1.00	58.28
A-2	119.39	0.50	59.69
A-4	79.59	0.25	19.90
R-C	0.53	3.63	1.93
R	0.41	3.63	1.50
Total	258.20	Estimated Capacity for Additional Housing Units	141.30

* Vacant acreage was calculated at the parcel level and estimated using aerial searches for building and structure footprints. For the purposes of this analysis, vacant land includes land currently used solely for grazing or crop production, as this land could easily be developed at a later date for residential use. The available vacant acres represent 75% of the total vacant land in each zone, recognizing that approximately 25% of the land will be given over to streets and utilities should development occur.

** Housing Units Allowed Per Acre is based on Stockton's current zoning standards and makes estimates based on the single-family home. The R and R-C Zones do allow for multi-family dwellings as conditional uses, but very little vacant land is zoned in this way.





MOVING FORWARD

Stockton residents prize their town's rural nature and small-town feel, but that character should not be taken for granted. As Utah's population continues to grow, particularly in the Salt Lake and Utah Valleys, that growth may very well make its way west to Tooele County and the Town of Stockton. There are two key actions the town can take now to help prepare it to deal with this anticipated growth: create an open space or conservation zoning district to protect currently undeveloped lands, and encourage new development to fill out the existing R-C zoning district before expanding the district's boundaries.

An open space or conservation zoning district is a zoning district dedicated to preserving currently-undeveloped land. The town currently has many acres of vacant land in the A-1, A-2, and A-4 zoning districts. Designating some of that land as open space within a new zoning district will help protect it from the threat of development.

The second action that the Town of Stockton can take to preserve its current small-town character is to focus any new commercial growth into the existing R-C zoning district along Highway 36. When someone decides to open up a grocery store, hardware store, or restaurant in town, that business should be strongly encouraged to locate along the town's main street. Concentrating this development in one location will serve two purposes. First, it will help create a sense of place along the town's main street, a benefit that will be further discussed in the Economic Development section of the plan. And second, it will prevent new businesses from spreading out across town, which could compromise Stockton's small-town feel. This strategy will help develop a "downtown" of sorts where people can run errands in one centralized location while leaving their existing neighborhoods unchanged.

Land Use Transitions

One of the hallmarks of a rural town is low density - the number of people or buildings per square mile. People enjoy having "room to stretch their legs." This allows residents plenty of space to play in the back yard, maintain a garden, or build a garage or workshop. For many people, it is the ideal way to live.

However, businesses like grocery stores, barber shops, restaurants, and clothing stores prefer to locate in denser areas where more people are walking and driving past. For them, higher density means more customers.

Luckily, the Town of Stockton can have both without sacrificing either. By assigning the town's land into different zoning districts with different rules for density, the town can ensure that some parts of town maintain a rural, open space feel, while others are allowed to grow. The land along Highway 36 can be allowed to develop with a higher density that is more friendly for business, while neighborhoods and outlying areas can maintain their current spacious character (all the while benefiting from the businesses that locate within close proximity).

When asked, "What do you love about Stockton?", one resident responded, "open spaces!" Six respondents said they would encourage agricultural land use, and five respondents identified agricultural land as very important to Stockton's future development.

- Stockton Development and Opportunities Survey (2020).

Proposed Action(s):	Lead(s):	Timeline:	Estimated Cost:	Metric:	Resources/Tools:
Create a new zoning district dedicated to the preservation of open space and provision of recreational space.	Stockton Planning Commission; Stockton Town Council	3 months	\$ (lawyer fees)	Creation of new zoning ordinances.	Park City Municipal Code, Ch. 15 Kamas Municipal Code, Ch. 15

Encourage new developments and businesses to locate in the existing R-C zoning district before rezoning other land to R-C.

Town of Stockton

Ongoing \$ (staff time)

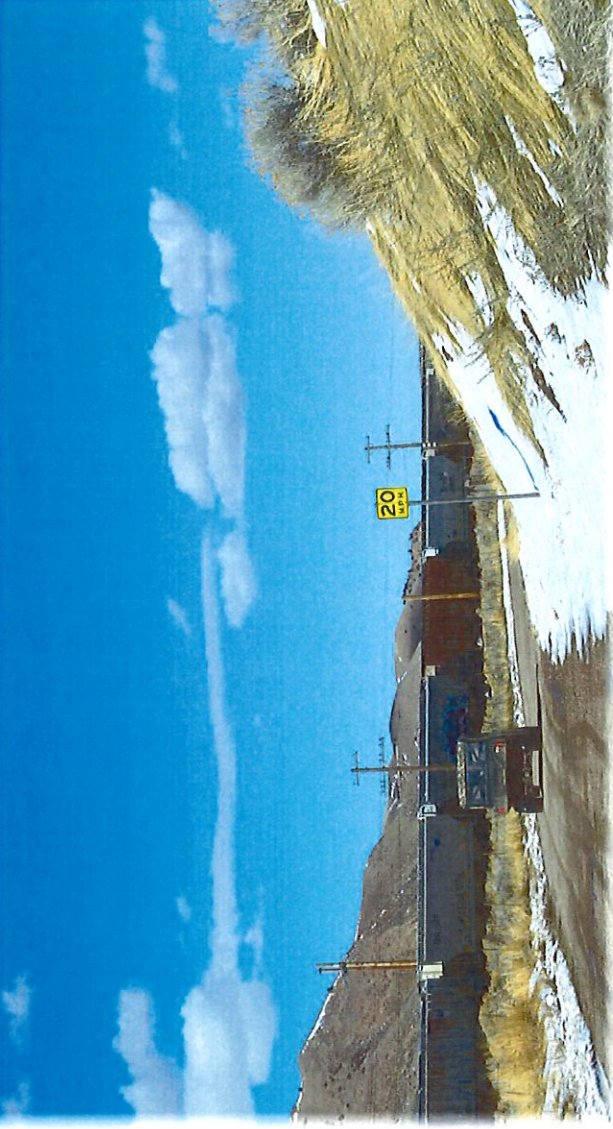
Expansion (or lack thereof) of R-C zoning district.

Downtown Revitalization:
USDA Rural Information Center;
Main Street America; Resource Center



The rural-urban transect shows how zones can be organized to ease the transition between land uses of different intensities. Stockton is unlikely to see land use in the T5 or T6 Zone, but small commercial businesses along Highway 36 could follow the patterns of the T4 (General Urban Zone). These more developed zones should be buffered by zones with lower-intensity uses. Photo credit: Congress for the New Urbanism 2017.





CONNECTIVITY

Utah Code §10-9a-403 requires that every general plan include a transportation and circulation element. The element must address the location and condition of existing street typologies, active transportation infrastructure, and transit options. It must also correlate with population and economic projections and relate to the land use element of the general plan. Although this section of the plan satisfies the requirements of the Utah Code for the transportation and circulation element, we have instead referred to this chapter as 'Connectivity.'









The Connectivity Chapter focuses on connecting residents with the places and amenities needed to satisfy their daily needs. It considers not only vehicular travel, but also walking, biking, and other modes of transportation. We expect that Stockton's population will continue to grow in the next few years, with some projections estimating a 2025 population of 945 residents (DWS Affordable Housing Calculator). It is critical that the town finds strategies for accommodating this growth while preserving the 'small town, rural feel' that residents most love about Stockton.

Vision: Stockton will increase the number of daily needs that residents can meet without having to travel out of town. Stockton will maintain its small-town charm and spare itself from noisy and unsightly traffic by providing opportunities for people to travel by walking, bicycling, transit, or other modes of transportation beyond the private automobile.



What is Planning for 'Connectivity'?

Transportation is a means to an end. And in Stockton, the end that we envision is a community where people, regardless of age, income, or ability, can access their daily needs and participate fully in civic life. Planning for connectivity means providing all residents with the infrastructure or programs they need in order to:

- 
 Go Vote
- 
 Shop for Goods
- 
 Attend School
- 
 Access Healthcare
- 
 Attend Church
- 
 Enjoy Recreation
- 
 Be Social
- 
 And So Much More

This section considers all forms of transportation networks, recognizing that many of Stockton's residents do not have access to a personal vehicle or the ability to drive.

More than any other item, survey respondents claimed that 'roads and services' in Stockton were in most need of improvement. Eight survey respondents (44%) marked that they strongly desire the addition of sidewalks or a multi-use path in town.

- From the Stockton Development and Opportunities Survey 2020.

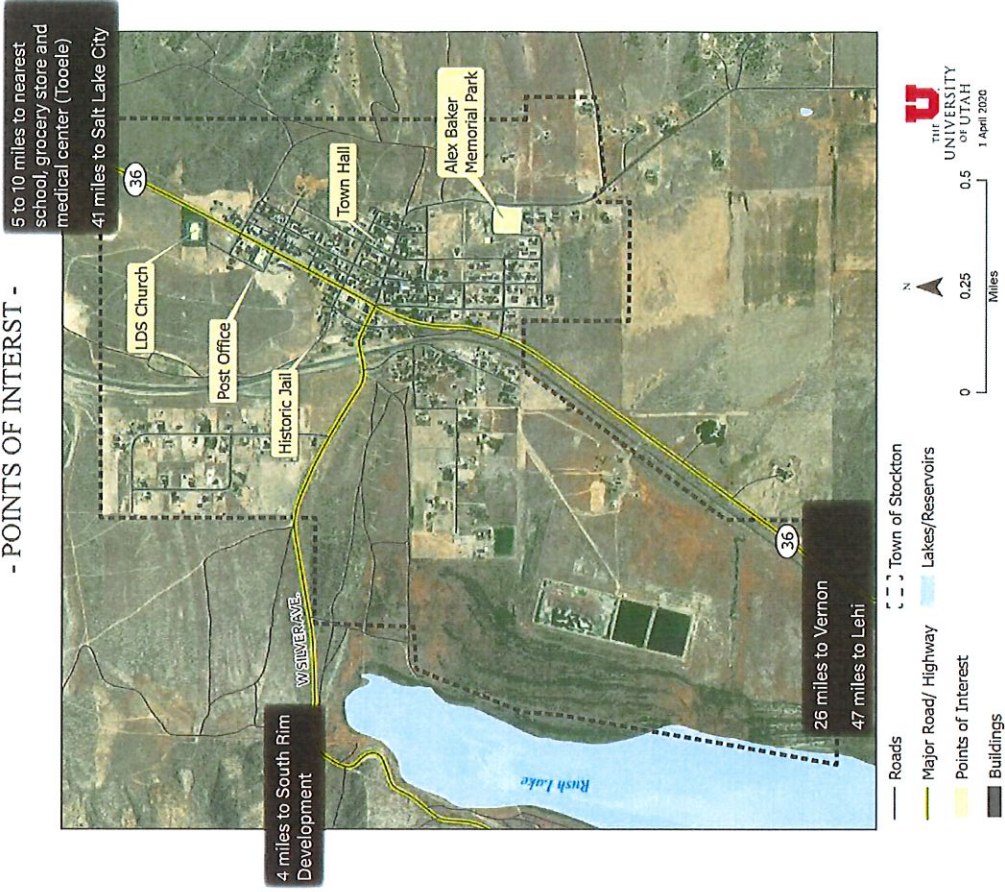
EXISTING CONDITIONS

Most of the places that Stockton residents frequent on a daily basis (schools, medical facilities, grocery stores, . . .) are accessible only by car. The nearest grocery store is almost 8 miles from Stockton's Town Hall, and the nearest elementary school is nearly 6 miles away. Both of these destinations are located within the City of Tooele. Within Stockton's town limits, residents visit the Post Office daily to pick-up their mail. They also take advantage of Stockton's recreational assets, including the newly improved Alex Baker Memorial Park.

The main corridor through town is State Highway 36, also called Connor Avenue (Stockton's Main Street). The highway receives an annual average daily traffic (AADT) load of 5,600 vehicles (UDOT 2016). It acts as a barrier to walking and biking activity between the east and west sides of town. Not a single pedestrian crossing existed on the highway as it passed through Stockton at the time of this plan's development. Silver Avenue, which connects Stockton with the South Rim Development to the west, receives an AADT of 1,000 vehicles per day (UDOT 2016). This number is likely to increase as more housing is developed in South Rim.

Sidewalks line both sides of Highway 36 through Stockton from Kings Ave (north) to Silver Ave (south). In other areas of town, the availability of sidewalk is sporadic, and where it is available, it has often not been maintained. Currently, no bike lanes exist through Stockton. But several of the roads could become bicycle-friendly with minor improvements. There are no fixed bus routes through town, but demand-response bus services are provided on a limited basis through Tooele County. The majority of these services are only available to seniors and persons with disabilities (Tooele County Transportation 2020).

TOWN OF STOCKTON - POINTS OF INTEREST -



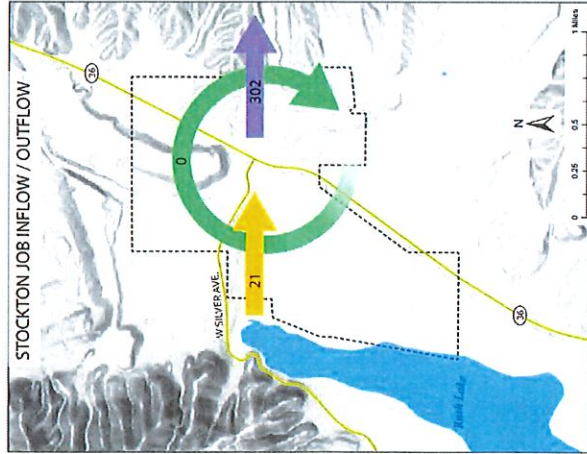


TRAVEL PATTERNS

According to OntheMap Data, in 2017, none of the jobs available in Stockton were actually filled by Stockton residents. Of Stockton's 302 workers in 2017, 100% were shown to be employed outside of town. The greatest employment destination for Stockton workers was Salt Lake City, which employed almost 20% of workers. Tooele City followed close behind. Grantsville employed the third most Stockton residents (approximately 6 percent). Some of this has changed since 2017, and now a few residents work from home.

The majority of Stockton workers drive alone to work (73.8%). However, carpooling is also a popular choice, with 17.8% of the population driving to work with at least one other person. A small proportion of Stockton's population also reported walking to work, taking a taxi, or working from home. On average, the commute time for Stockton workers is 28.9 minutes.

Although driving is the most popular transportation option in Stockton, it should be noted that there is a small proportion of the population that does not have access to a car (1.8%). Even among those who have access to a car, there is no guarantee that all of Stockton's residents aged 16 years and over have the ability to drive. Old age, illness or disabilities, and other factors can contribute to a person's unwillingness or inability to get a license or operate a vehicle. Planning for connectivity means considering the needs of the entire population and not just those who have access to a personal automobile.



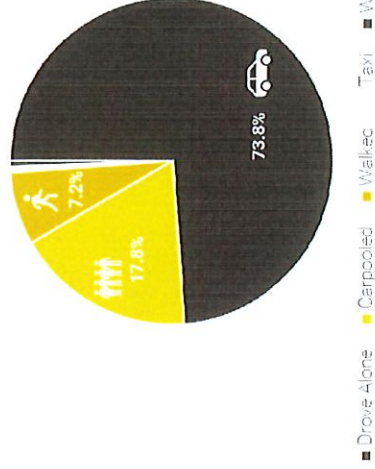
Source: Census OntheMap Inflow/Outflow Job Counts (All Jobs) in Stockton, UT in 2017. Note that since 2017, more residents choose to work at home.

Where Do Stockton Residents Travel for Work?

Location	Number of Residents Commuting	Distance from Town Hall
Salt Lake City	59	41.4 miles (50-minute drive)
Tooele City	51	6.7 miles (9-minute drive)
Grantsville City	19	16.4 miles (24-minute drive)

Source: Census OntheMap Job Counts by Work Places (All Stockton, UT Workers) 2017.

How Do Residents Get to Work?



Source: ACS 5-Year Estimates for Stockton, UT 2018 (S0801).

How Many Cars Do Stockton Workers Have Access To?

Vehicles Available	Percentage of Population
0	1.8%
1	11.4%
2	24.7%
3+	62.0%

Source: ACS 5-Year Estimates for Stockton, UT 2018 (S0802).



The Average Commute Time for Workers from Stockton is 28.9 minutes.

Source: ACS 5-Year Estimates for Stockton, UT 2018.





MOVING FORWARD

Stockton faces great challenges when it comes to connecting residents with their daily needs. Most residents must leave town to access groceries, employment opportunities, education, and healthcare. This makes it very difficult for those who cannot drive or do not have access to a personal vehicle. Stockton can improve its connectivity by offering a wider array of services within its limits. The town can provide resources and encourage residents to grow edible vegetation on their properties, as well as on town-owned lands. Stockton may proactively seek out tenants for its underutilized spaces if those tenants can provide essential services, such as healthcare, food production or educational enrichment.

But there are also strategies Stockton can employ to improve access to the amenities already offered within town, such as Town Hall, the Post Office, and recreational sites. Priority should be given to increasing opportunities for those who cannot drive (i.e. children, the elderly, and persons with disabilities). Existing transit service from Tooele County does not currently meet all of the needs of Stockton residents, but gaps in service could be filled through strategic partnerships with local churches and senior centers. Low-cost infrastructure improvements can be explored to improve conditions for walking and biking. And the town can create opportunities for residents to use other modes of transportation, such as golf carts, by writing provisions for such use into town code. Maintaining Stockton's small-town charm, including sparing Stockton from the traffic conditions faced by its surrounding larger cities, requires planning for a town that is not reliant solely on automobiles.

Low-Cost Solutions for Improving Walking and Biking Conditions

Improving conditions for walking and biking brings big benefits to small towns. Active transportation networks:

- Allow people to travel freely throughout town even without a car.
- Improve mental and cardiovascular health.
- Reduce traffic congestion and air pollution.
- Create a desirable atmosphere for residents, visitors, and businesses.

For the many benefits it provides, the cost of implementing better active transportation infrastructure is not insurmountable. Planting trees and flowers between the road and sidewalk can make people feel more comfortable walking. Extra space for walkers and bikers can be created in some instances simply by repainting lines. One strategy that is experiencing success in rural towns is the implementation of advisory shoulders on local, low-traffic roads. These work well along streets that have no sidewalk but can offer shared space for walkers and bikers. More information is available in the *Small Town and Rural Multimodal Networks Guide* referenced in the Appendix.

“I always like the fact that kids and adults could ride their bikes, motorcycles, and 4-wheelers within the town. . .”

- Response from Stockton Visioning Survey 2020

Goal: Improve conditions for walking and biking in Stockton and minimize the threat of increased traffic congestion.

Objective 1: Provide opportunities for Stockton residents to meet daily needs without having to travel out of town.

Proposed Action(s):	Lead(s):	Timeline:	Estimated Cost:	Metric:	Resources/Tools:
Launch a program encouraging residents to plant climate-appropriate, edible vegetation in places accessible to the community.	Town of Stockton; Volunteers	Ongoing	None	# of Residents participating in the program (or offering edible vegetation for community consumption).	USDA; Urban Fruit for Urban Communities

Allow essential-services to lease underutilized town-owned spaces at low or no-cost.

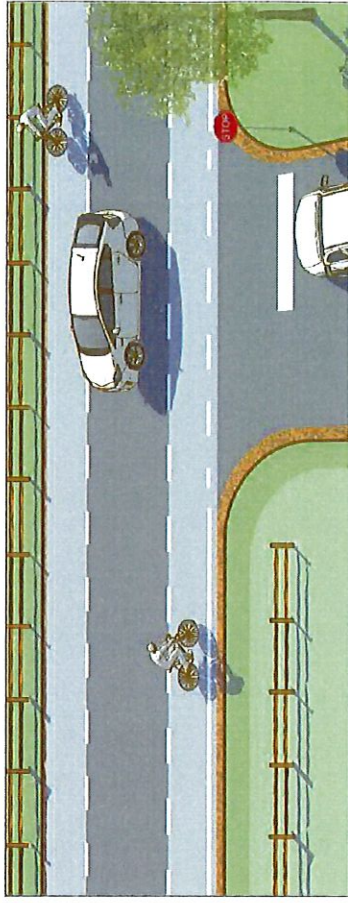
Town of Stockton

Ongoing

None

of new businesses or service providers choosing Stockton because of space availability.

Flagler_CO Example



Advisory Shoulder along a local rural road. Vehicles yield to bikers and pedestrians and may only move into the advisory shoulder to pass when it is clear of people walking and biking. The painted lines of the advisory shoulder continue through the intersection, indicating that vehicles should yield. Photo credit: Federal Highway Administration 2016.



Goal: Improve conditions for walking and biking in Stockton and minimize the threat of increased traffic congestion.					
Objective 2: Pursue creative transit opportunities to connect residents to the broader region.					
Proposed Action(s):	Lead(s):	Timeline:	Estimated Cost:	Metric:	Resources/Tools:
Partner with churches and senior centers to extend transit and fill gaps in service.	Town of Stockton; Tooele County; Local Churches; Local Senior Centers	Ongoing	\$\$	# Residents utilizing transit services.	UDOT; Rural Transportation Toolkit
Perform a study to determine which town roads may benefit from an advisory shoulder (or other low-cost infrastructure solution) for non-motorized transportation.	Town of Stockton; Consultant	6 months	\$\$	Development of a plan for infrastructure improvements to town roads.	Small Town and Rural Design Guide; Move Utah
Write an ordinance to regulate golf cart travel on local roads.	Town of Stockton; UDOT	2-3 months	None	Creation of new ordinance.	Utah Code
Work with UDOT to design pedestrian crossings across Highway 36, particularly at Clark Street, Dutch Ave, and Kings Ave.	Town of Stockton; UDOT	1 year	\$\$-\$\$ (Grants Available)	Addition of pedestrian crossings on Highway 36 through Stockton.	Move Utah; NACTO Crosswalks and Crossings



Crosswalks do not have to be standard white bars. Unique designs can contribute to the community's character and bring people together. Stockton should consider involving volunteers in the design of pedestrian crossings and work to incorporate symbols (mining culture, wildlife, mountains, meadowlarks) through this form of "street art." Top photo credit: Zest Events International 2017. Bottom photo credit: 9News 2018.

HOUSING

Why would a General Plan consider something as personal as housing - the places where we barbecue chicken with our families, tuck our toddlers into bed, line the walls with photographs? Precisely because housing is such a crucial part of everyone's daily lives, communities can use General Plans to explore housing problems and potential solutions. Commonly, housing issues arise from population change (growth that exceeds housing supply or decline that leaves behind vacant lots). Housing design, affordability, density, safety, and location are all qualities that communities can consider in their General Plans to address housing problems. Utah as a whole has experienced rapid population growth in recent years. The growing population has

spurred lots of development, yet the housing supply is generally not keeping up with demand. Tooele County is experiencing rapid growth as the cost of living in Salt Lake County has become increasingly cost-prohibitive. If the cost of living in Tooele City becomes too expensive, what could this mean for Stockton?

This section explores some important "what if" questions about housing in Stockton. Proactive planning regarding housing will be crucial to preserving Stockton's rural character in the face of potentially substantial population changes in nearby areas.

Vision: Stockton will remain a family-focused community with a rural lifestyle while enabling housing opportunities needed to support residents of various life stages.



Storm rolls in over housing in Stockton, UT. Photo contributed by Jerry Jobe 2020.



EXISTING CONDITIONS

What is Multigenerational Housing?

Multigenerational Housing provides an opportunity for at least two generations of family members to live together under one roof. One example is a single-family home occupied by parents and their young children, with an attached 'mother-in-law' apartment above the garage for aging grandparents. Multigenerational housing provides numerous benefits, including:

- Improving affordability by allowing more family members to live together and contribute to rent or mortgage costs.
- Strengthening family relationships and decreasing loneliness among socially vulnerable groups.
- Allowing children to care for elderly parents without sacrificing their own living space.
- Reducing childcare costs by making it easier for older family members to watch over young children.

For more information, visit the [HUD page](#) on expanding multigenerational housing options.

Residents felt that housing strongly influenced the ability of Stockton to retain its small-town atmosphere. One-third of *Development and Opportunities Survey* respondents (n=6), saw housing density as a main contributor to the town's rural feel. Four respondents (22 percent) said they valued affordable living opportunities in Stockton. Affordable living is at risk as growth continues without the addition of new housing units.



2018 HOUSING CONDITIONS

In 2017, 19% of renters & 22% of homeowners were COST-BURDENED, meaning they spent more than 30% of their INCOME on housing expenses.

In 2017, there was an affordable housing deficit of 4 units.

244 units are detached, single-family homes.

236 units are heated by utility gas; 12 are heated by electricity; 5 are heated by wood; and 5 are heated by bottled, tank, or LP gas.

30 structures were built since 2014; 59 were built between 2000 & 2009; 56 were built between 1990 and 1999; and 135 were built before 1990.

175 households moved in since 2000 while 83 households moved in before 2000.





MOVING FORWARD

Residents indicated strong preferences for limited additional residential development and for maintenance of Stockton's rural, small-town feel. Because outside growth pressures are creeping toward Stockton, acting now will enable Stockton to preserve its much-valued character in the face of Tooele, Salt Lake, and Utah Counties' high growth rates and expanding urban footprints. When it comes to upholding community character, design has a far greater impact than density. Which feels less rural: poorly designed McMansions packed in rows with no character, no lawns, and no open space? Or, well-designed craftsman homes and duplexes on decently-sized lots, in a conservation subdivision with dozens of acres of open space for ATVing and hiking? Additionally, rapid nearby growth will likely impact the real estate market in Stockton. Housing affordability should be addressed before costs rise to unsustainable levels for Stockton residents: retaining young people is important for Stockton's long-term sustainability, and having great aging-in-place resources can incentivize middle-age adults to choose to retire in Stockton. Because of these factors, creating a conservation subdivision ordinance and providing resources to enable successful aging-in-place are key strategies for maintaining high quality, affordable housing that upholds Stockton's rural character.

What is a Conservation Subdivision?

A Conservation Subdivision, also known as a Cluster Subdivision, is a residential development pattern that allows open-space to be preserved in a community. The units are clustered on the development site, and a significant amount of space is left open and undeveloped. It is an especially useful tool for communities that value their open, natural landscape but experience increasing development pressure that threatens the existence of any open space.

Benefits:

- Maintains natural landscape.
- Minimizes maintenance and operation costs. Clustered houses mean there is:
 - less roadway to pave and plow,
 - shorter utility lines to install and maintain, and
 - shorter bus and waste removal routes.
- Reduces cost of site development, creating the opportunity for the inclusion of affordable units.
- Promotes walkability.
- Still allows for large, private lots while additionally creating outdoor recreation opportunities.



A proposed conventional site plan in New Bern. Images courtesy of Randall Arendt



A conservation subdivision plan for the same site.

Goal: Housing development will reflect Stockton's rural character while honoring the surrounding natural landscape.				
Objective 1: New developments will facilitate rather than encumber residents' access to open space and outdoor recreation opportunities.				
Proposed Action(s):	Lead(s):	Timeline:	Estimated Cost:	Metric:
Adopt a Conservation (Cluster) Subdivision ordinance.	Town of Stockton	4 months	\$\$ (planner/ lawyer fees)	Is ordinance adopted? Does new development reflect Stockton's character?
Adopt a Community Connectivity ordinance.	Town of Stockton	4 months	\$\$ (planner/ lawyer fees)	Is ordinance adopted? Do new roads and paths connect the community?
Objective 2: New development, including renovations to existing structures, will look and feel authentic to Stockton.				
Proposed Action(s):	Lead(s):	Timeline:	Estimated Cost:	Metric:
Adopt a form-based code regarding residential design.	Town of Stockton	6 months - 1 year	\$(planner/ lawyer fees)	Does new development reflect Stockton's character?
Goal: Housing options will be age and income-friendly.				
Objective 1: Housing will allow long-term residents to age-in-place. Housing will be safe, comfortable, and easy to maintain for residents as they age.				
Proposed Action(s):	Lead(s):	Timeline:	Estimated Cost:	Metric:
Provide a packet of housing resources (including low-income housing options, senior housing options, home repair grants, etc.) to residents.	Town of Stockton, Tooele County Housing Authority	Created for January 2021. Updated September of each year annually.	\$ (time, printing fees)	Are residents with expressed needs getting their needs met?
Create a partnership program between teens and older residents, whereby teens earn volunteer hours and learn from older residents while they complete needed lawn and home maintenance for the older residents.	Town of Stockton; Residents	2 months	None	Does program exist? Are high schoolers utilizing it?



ECONOMIC DEVELOPMENT & RECREATION

The economy is a crucial component of any community. Economic conditions both reflect a community's quality of life and impact that quality of life. Many economic conditions are worth considering in a General Plan. The first part of this section presents an analysis of Stockton's job market. The second part of the section links economic conditions to other topical areas, such as transportation and demographics.

An analysis of the jobs and industries present in Stockton communicates what opportunities exist for employment here. Stockton will attract new residents who want opportunities in those jobs and will detract those with skill sets not aligned with the available job opportunities. Additionally, a jobs and industry analysis can reveal options for economic diversification, perhaps leading to

better employment opportunities as well as a stronger, more robust local economy. Identifying gaps in the market also provides insight into what kinds of local businesses might flourish in Stockton.

To best understand economic development options, transportation, land use, housing, and demographic patterns must all be taken into account. Why? Most businesses need physical space to operate in (land use). Most businesses want on-site employees (demographics), and those employees have to transport themselves between their homes and their jobs (housing and transportation). The second section explores some of these connections and what they may mean for Stockton's economy.

Vision: Stockton will be a thriving small town with pride in its history, culture, and community, as shown through a healthy Main Street with several successful local businesses that bring revenue to the town and provide convenient, essential services to residents.

Vision: Stockton will preserve the natural beauty of the town by promoting environmentally conscious practices while creating opportunities for residents and visitors alike to immerse themselves in the community's scenic landscape.



ROOM FOR BUSINESS?

Economic patterns can reveal gaps in the market. Such gaps are where there is unmet demand for services. New businesses that fill these gaps are more likely to succeed than new businesses that occupy the same niche as existing ones. Stockton residents have expressed the desire for some small businesses to be located in town, both as a means of local employment and of convenience – no more driving to Tooele for the brown sugar to bake Grandma's famous chocolate chip cookies.

As the largest city in Tooele County, Tooele City hosts many of the areas' businesses. For a business to succeed in Stockton, it needs to offer goods or services dependably and at a price, quality, and/or variety that outcompetes the larger options in Tooele, or it needs to fill a niche in the market that is missing throughout Tooele County.

An economic analysis was conducted for Tooele County to identify industry sectors with the most potential for growth. First, the 2019 Location Quotient (LQ) was calculated as (local industry employment / total local employment) / (national industry employment / total national employment). Then a Shift Share Analysis (SS) was conducted. Using the combined LQ and SS scores, each industry was placed into one of four quadrants: *declining* (not competitive and LQ < 1), *transforming* (not competitive and LQ > 1), *growing* (competitive and LQ > 1), and *emerging* industries (competitive and LQ < 1).

While Stockton may wish to target a mix of growing and emerging industries, strategies focused on attracting and retaining emerging industries are likely to be most successful. Emerging industries represent those that are expected to continue growing nationally but have not yet developed a local concentration.

Economic Analysis Tools in Planning

Good planning requires good data. But how do we analyze economic trends? In this chapter, we use location quotient and shift-share as two tools capable of telling us about opportunities and patterns in Stockton's economy. Much of this data is not available at the town level, so we looked to county data to help us.

Location Quotient shows how concentrated an industry or occupation is in the region (Tooele County) compared to the United States as a whole. This comparison is useful because it reveals which industries a region has a competitive advantage in. What industries are uniquely concentrated near Stockton? And how do we benefit from that?

Shift Share Analysis determines how much of regional job change is because of national trends or regional (local) factors. Using location quotient and shift-share together allows us to determine whether an industry is growing, emerging, transforming, or declining in an area.

Although residents want to maintain the rural, small-town feel of Stockton, there is a strong desire for more businesses in town. Residents do not envision one large factory or department store, but express interest in several small grocers, retailers, and service offerings providing diverse products to fill the daily needs of the population (2020 Stockton Visioning Survey Results).

Transforming	Growing
<ul style="list-style-type: none"> Accommodation and Food Services Manufacturing Administrative and Waste Services Transportation and Warehousing 	<ul style="list-style-type: none"> Retail Trade Educational Services Construction Other Services
<ul style="list-style-type: none"> Entertainment Wholesale Trade 	<ul style="list-style-type: none"> Information Health Care Finance and Insurance

High Regional Concentration of Employment

Low Regional Concentration of Employment

Declining

Not Competitive

Emerging

Competitive

Source: Bureau of Labor Statistics, Quarterly Census of Employment and Wages (2018-2019), Tooele County, UT.

Stockton should cultivate growth in the emerging industries.

Emerging industries are competitive and have a growing local effect (although current employment concentration may not be high). The low local concentration of employment for emerging industries indicates potential for growth of these industries in Tooele County. Stockton should be prepared for increasing opportunities to welcome employers in information, health care, and finance and insurance into town.

The needs of these industries may include increased supply of office spaces. This could take the shape of a rural office park or even small offices tucked into already existing buildings (or buildings also housing retail). Telecommuting infrastructure could also be expanded to give residents the opportunity to work from home in industries that allow them to do so.



What Business Opportunities do Residents Desire?

Eight (44%) of the Development and Opportunities Survey respondents listed 'economic development and new businesses' within their top two items in most need of improvement in Stockton. The new businesses that residents most desire have a lot of overlap with recreational amenities. If Stockton attracts these businesses, the Town can expect to see not only economic growth but also an improvement in recreational opportunities. The following business-related features are listed in order of their desirability by survey respondents:

1. Cafe (n=12)
2. Broadband Internet/Google Fiber (n=6)
3. Senior Center (n=4)
4. Horse Stables/Riding Arena (n=4)
5. Elementary School (n=3)
6. Shooting Range (n=2)
7. Gym (n=2)

There was also resident support for new baseball and softball fields. This recreational amenity could be turned into a business opportunity if complexes are large enough to host tournaments and if the Town seeks out sponsorships or sells concessions for revenue generation.

STOCKTON'S WORKFORCE

Who, What, When, and Where?

In 2018, 335 Stockton civilians were employed. The most popular occupations and the number of employed civilians are:

- SALES AND OFFICE 79** → 47 in office and administrative support + 32 in sales
- SERVICE 76** → 44 in food preparation/serving + 16 in protective services + 9 in personal care + 7 in building/grounds maintenance
- PRODUCTION, TRANSPORTATION, AND MATERIAL MOVING 71** → 30 in production + 21 in material moving + 20 in transportation
- NATURAL RESOURCES, CONSTRUCTION, AND MAINTENANCE 44** → 30 in construction and extraction + 14 in installation, maintenance, and repair



Historic Town Storefront. Contributed by Megan Mendoza 2020.

Currently, the following employers and businesses are present in Stockton:

-  HUNSAKER'S SPECIALTY CHEESE - CHEESE STORE
-  JACK B PARON CO. - CONCRETE CONTRACTOR
-  STOCKTON STATION - CONVENIENCE STORE
-  TOWN OF STOCKTON - MUNICIPAL SERVICES
-  THOMAS TAX - TAX PREPARATION SERVICES
-  UNITED STATES POSTAL SERVICE - POST OFFICE

Characteristics of the Labor Force.

Among Stockton's 170 MARRIED-COUPLE HOUSEHOLDS, 65 households report both partners working and 34 households report that neither partner works. For 37 households, only the husband works, while for 34 households, only the wife works. For all families in which only one parent is present, that parent is currently in the labor force.

Half of Stockton's workforce leaves home for work at traditional hours. However, a full 8% leave Stockton between 12:00 am and 5:00 am. About 25% leave between 6:30 to 6:30 am, and about 29% leave between 6:30 to 8:00 am. Additionally, there is a difference in commute times according to gender: 44% of male workers leave by 6:30 am while only 27% of female workers do. Vice-versa, 30% of female workers leave a bit later, between 7:00 and 8:00 am, while only 20% of male workers leave then.

WHAT DOES IT MEAN FOR STOCKTON?

1. **DAYCARE SERVICES MAY BE IN DEMAND.** In 136 households, all parents/the only parent present works. What opportunities exist for childcare while parent(s) work(s)?
2. **PUBLIC TRANSIT MAY BE MOST SUCCESSFUL IF OFFERED AT TIMES THAT WOMEN COMMUTE.** Why? Because women ride public transportation more than men (Sarah Goodyear, CITY LAB, 2015).
3. **CONSTRUCTION PROJECTS** occurring in and around Stockton may be able to employ Stockton residents, as a full 30 people are employed in construction and extraction occupations. Additionally, the town can utilize the skill sets of its residents to build community projects.
4. **THE LABOR POOL NECESSARY** for successful local businesses such as cafes, restaurants, or home repair is present. This means that for a local business to be successful, the focus shifts to generating enough demand.





The Benefits of a Strong Main Street

Why are so many communities turning focus back to their Main Streets and downtown corridors? More and more, economists, local elected officials, planners, and residents alike are recognizing the economic and social benefits of a healthy Main Street. A strong Main Street reflects that a community is hopeful, proud, and has a high level of investment in its wellbeing. A well-maintained, healthy central core thus communicates to residents not only that the town is worthy of their investment but also that they, the residents, deserve to live in a great place.

The word cloud below summarizes these and other benefits:



MOVING FORWARD

From the data and the survey responses, it is clear that Stockton needs economic development strategies tailored to its small-town culture. The addition of several local, small businesses to Stockton's Main Street would accomplish several things: provide convenient access to goods and services, increase local employment opportunities, increase town revenue through sales tax (enabling desired community improvement like road maintenance), strengthen the town's sense of place, showcase the town's historic and cultural roots, serve as a gathering place for the community, and promote walking and biking. Ordinances regarding the style, design, and density of the commercial area can ensure that all new businesses reflect Stockton's character. A collaborative marketing campaign among business owners could be an affordable way to help promote these new businesses. Because market analyses show that information, health care, and finance and insurance are industries likely to be successful in Stockton and Tooele County, local entrepreneurs may want to consider opportunities in those industries. Providing high speed, reliable internet can enable residents to successfully work from home and will support in-home businesses.

Goal: Strengthen Stockton's in-town economic conditions with development that supports and reflects Stockton's rural, small-town atmosphere.

Objective 1: Enable the success of existing and new local businesses, whose presence in Stockton improves Stockton residents' quality of life.

Proposed Action(s)	Lead(s)	Timeline	Estimated Cost	Metric	Resources/Tools
Host an economic development training session.	Town of Stockton; Local Business Experts	Two months preparation; Held quarterly	\$ (reserve room in Town Hall)	# of Residents that attend; Exit survey responses	EDCUtah; Utah Governor's Office of Economic Development
Pool resources to launch a cooperative marketing campaign.	Stockton Business Owners	Six months preparation; Produced annually	\$-\$\$ (depends on # involved & breadth of campaign)	# of Customers at businesses before & after campaign; # of Customers at businesses vs. non-involved businesses	Small Town Business Marketing Ideas; 22 Low-Budget Marketing Ideas
Beautify streetscape in and around the commercial core, to attract more customers.	Town of Stockton; Volunteers	Two years	\$\$\$	Length of sidewalks; # of street trees; # of street furniture	Downtown Revitalization; USDA Rural Information Center; Main Street; Amara; Resource Center
Use social media to promote local businesses.	Town of Stockton	Immediate	None	# of Residents that attend promotional events; # of Customers at businesses	21 Social Media Marketing Tips From the Pros

Objective 2: Concentrate growth in Stockton's emerging industries.

Proposed Action(s)	Lead(s)	Timeline	Estimated Cost	Metric	Resources/Tools
Market Stockton as an ideal place to live for the working-from-home professional who's seeking a quiet, rural atmosphere.	Town of Stockton	Six months marketing preparation	\$-\$\$	New residents' reasons for moving to Stockton	E-connectivity Toolkit
Provide high speed, reliable internet that supports from-home businesses.	Town of Stockton; Utility companies	Six months - 1 year	\$\$	Is Broadband installed?	Utah Regional Broadband Access Plans
Partner with EDCUtah to explore if any small information, health care, or finance and insurance companies are looking for an affordable place to locate near the Salt Lake Valley.	Town of Stockton; EDCUtah; Local Business Experts	Four months to partner with EDCUtah; 1-2 years to recruit business	\$	Is a partnership created? Is a good fitting, small business welcomed into Stockton?	EDCUtah



What is the Value of Access to Parks and Open Spaces?

Parks enhance the quality of life while elevating the environmental and economic vitality of the community. They contribute to the health of residents by providing a place for fitness and recreation programs. Numerous studies have shown a link between access to recreation and physical and mental health. Parks can also serve as a community gathering place where social connections can be made. In addition, they increase land value and can act as a catalyst for businesses to locate nearby.

Open Space preservation protects and showcases the beauty of the natural habitats of an area. This encourages sustainable development and reinforces the nature-oriented culture of Stockton. Safeguarding rustic charm is a value of this community and is sure to attract valuable investments as well as enhance overall quality of life.

"We know who we are. We are rural folk who like playing outside - hunting and fishing, off-roading, and playing baseball!"

- Mayor Karjola, to students from the University of Utah (February 2020).

RECREATION

The natural landscape of Stockton provides a unique opportunity. Recreation is one of Stockton's biggest assets. Preserving the scenic landscapes while maintaining small-town charm is one reason why people are drawn to the area. Stockton's location offers abounding views of the surrounding mountain ranges and offers a peaceful setting to live, work, and play.

The town of Stockton has one official city park, Alex Baker Memorial Park. The park is located along Copper and Roger Streets, on the eastern side of the town. It features a baseball diamond, playground, picnic areas, and supporting facilities. Additionally, the Stockton Veterans Memorial is located near the northern entrance to town, at the northwest corner of State Route 36 and Kings Avenue. The memorial honors the men and women who fought for this country as well as those who were prisoners of war or missing in action. There are flags to represent each branch of the U.S. Military.

Although hosting only one park, Stockton's proximity to the Oquirrh Mountains broadens recreational opportunities for residents. The Jacob City Loop and South Mountain Loop trails provide hiking, mountain-bike, horseback, and ATV/OHV trails. They are maintained by the Tooele County Department of Parks and Recreation and the Tooele County Trails Commission. While these trails are not owned or operated by the Town of Stockton, they are truly assets to the community. Additional trails in the Oquirrh Mountains are available to residents within a short 15-minute drive.

Opportunities for recreation also exist in the City of Tooele, approximately a 10 to 15-minute drive from the town. The Great Salt Lake, Wasatch Mountains, and Salt Lake City Metropolitan Area further expand recreational opportunities for the residents of Stockton within reasonable travel distances.



When the weather is nice, the playground equipment at Alex Baker Memorial Park receives a lot of use from children in the community. Little ones can climb and slide while their older siblings enjoy a game of basketball on the nearby court, or baseball on the adjacent diamond. The park, sits high on a hill overlooking the Town of Stockton.

Photo contributed by Kristy Ratliff 2020.



The baseball diamond at Alex Baker Memorial Park is Stockton's latest asset. The field symbolizes the Town's enduring love for the sport. Mayor Karjola took lessons from the Salt Lake Bees' groundskeeper in order to provide Stockton with a quality field for hosting games.

Photo contributed by Kayla Mauldin 2020.



Residents gather at the Stockton Veterans Memorial. The memorial features a flag for every branch of the military, as well as the national flag and flag representing Prisoners of War (POW). The space pays tribute to men and women who have served in America's military and is one of the first things that people see as they enter Stockton from the north.

Photo contributed by Cheryl Case Shurts 2020.





TOWN OF STOCKTON - OUTDOOR RECREATION -



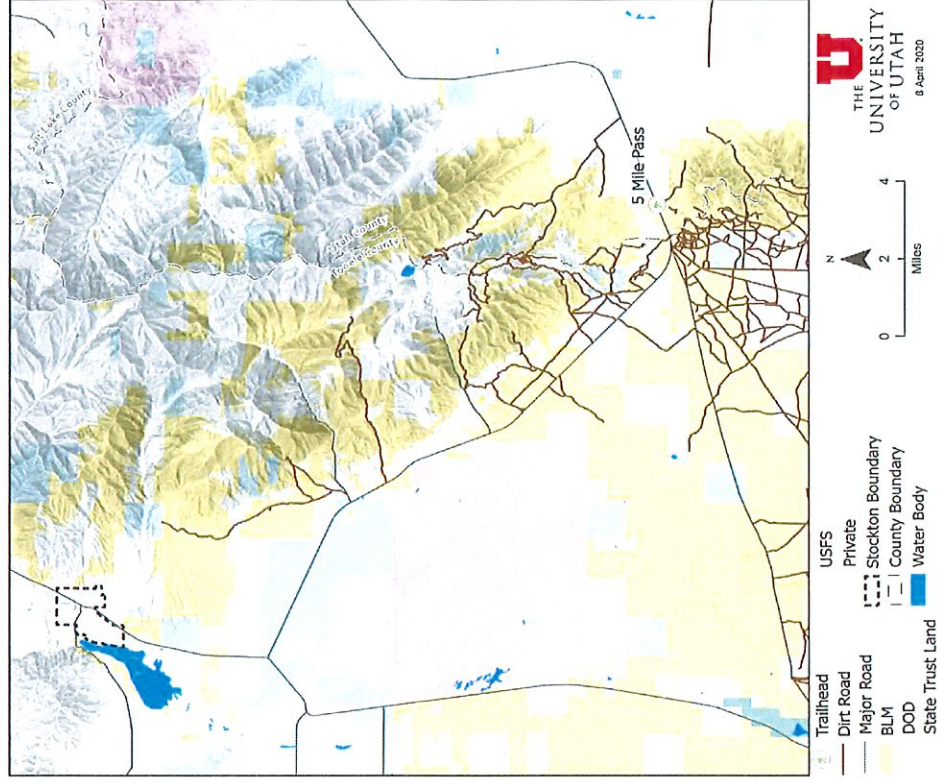
One thing Stockton values is its proximity to the Great Outdoors. Residents and visitors alike love taking advantage of the town's mountainous location. Off-roading is particularly popular. Photo contributed by Tyler Bowden 2020.

Regional Opportunities

While Stockton may be a small community, there are huge opportunities to connect the Town to nearby amenities. Partnering with Tooele County and other entities could bring new ATV/OHV trail connections, linking the community with existing trails in the area. While ATV/OHV use is prevalent in Stockton, these trails could also be used for walking and running. The town's location between the City of Tooele and additional county maintained trails makes Stockton an ideal link in the future recreation network within Tooele County.

The map to the right shows Stockton's proximity to large swaths of BLM, Forest Service, and State Trust Land. It also shows an abundance of off-roading trails weaving through the mountains. Stockton would benefit from engaging in regional planning efforts to connect trails and provide access to residents.

Recreation is extremely important to Stockton residents. Seven (39%) of *Development and Opportunities* Survey respondents were most excited about the opportunity for new parks and trails in town. Similarly, nine respondents (50%) thought the location and size of open space and natural areas was one of the key considerations for maintaining Stockton's rural atmosphere.





MOVING FORWARD

Residents of Stockton value the mountainous countryside they call home. Scenic charm is an asset for the community and is something to be preserved even as the town experiences the pressures of growth. Stockton has a unique opportunity to capitalize and enhance upon the natural features of the area. Implementing an open space or conservation ordinance can help ensure that the town's most unique landmarks and valuable viewsheds are preserved. Prioritizing trail development will increase recreational opportunity while connecting residents to essential services within the town. Volunteers can also help the town reduce maintenance costs while building character and community.

Stockton recognizes its place within the Great Basin Desert. Like many arid communities, water conservation becomes increasingly important as new residents and businesses locate in the area. Town efforts to encourage sustainable water use will help Stockton preserve vital resources. Landscaping requirements and a focus on drought-resistant plants reduces water usage, may lower utility costs, and leads to beautiful and unique landscapes. With residents placing high value on affordable living and Town aesthetics, these small changes will have lasting impacts on Stockton's future.

What does it mean to be "water-wise"?

"Water-wise" plants have lower water needs and are better suited to Utah's dry climate. These plants require less water during the growing season than typical plants commonly found in residential and business landscapes. Utilizing "water-wise" plants will help conserve water, lower utility costs, and improve sense-of-place, all while maintaining a beautiful landscape.



A hiking trail favored by Stockton residents. Photo credit: Emily Grace Jobe 2020.

Goal: Protect the natural beauty of Stockton by conserving open space and enhancing recreational amenities.

Objective 1: Stockton will develop strategies to fund the addition and enhancement of recreational amenities.

Proposed Action(s)	Lead(s)	Timeline	Estimated Cost	Metric	Resources/Tools
Create a parks and recreation impact fee to keep providing recreational amenities as the Town develops.	Town of Stockton	6 months	\$ (planner/lawyer fees)	Creation of a new ordinance.	Utah Code Chapter 36a Impact Fees Act

Bring resident-desired recreational amenities, like an archery/shooting range, into Town.	Town of Stockton; Utah Department of Natural Resources	1 year	\$\$ (staff/planner and state agencies) / grants available	Addition of an Archery / Shooting Range or other recreational amenity in Town.	Guidelines for the Shooting Range Development Grant Program
Actively search for sponsorships to help pay for parks maintenance.	Town of Stockton; Private Businesses	Ongoing	None	Funding generated through sale of sponsorships.	Stretching Small Town Budgets (Illinois)

See the Land Use Section for more recommendations relating to the preservation of open space and view sheds.

Objective 2: Expand quality of and access to trails.

Proposed Action(s)	Lead(s)	Timeline	Estimated Cost	Metric	Resources/Tools
Identify gaps in the trail network or places where existing parks could be connected. Prioritize these areas for future projects.	Town of Stockton; Residents	Immediate	None	A map of potential future trail linkages.	Google Earth, Site Audits, Resident Feedback, and Future Regional Recreation Plans

Pursue grants for trail maintenance and expansion.

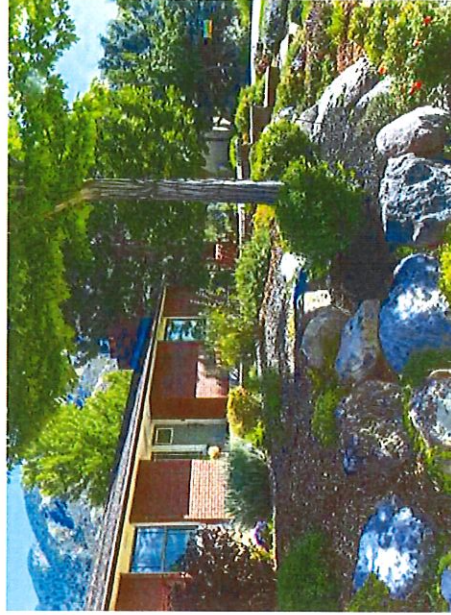
Town of Stockton; Area Non-Profits	As Needed	\$-\$-\$	# of grants applied for / # of grants received, over 5 years.	Utah Outdoor Recreation Grant
			# miles of trail maintenance or expansion.	

Reach out to local volunteer organizations for help with trail blazing and upkeep (Scout Troops, Student Volunteer Hours, Religious Organizations).	Town of Stockton; Volunteers	Ongoing	None	# of groups participating; # of person-hours of service completed.	Project for Public Spaces; Increasing Volunteerism in Parks
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Goal: Enhance sense of place by promoting Stockton's native, climate-appropriate landscaping.					
Objective 1: Encourage the use of native plants, suitable to the arid climate.					
Proposed Action(s):	Lead(s):	Timeline:	Estimated Cost:	Metric:	Resources/Tools:
Develop a list of "water-wise" plants native to the Northern Utah area to be used for landscaping on all Town-owned properties.	Town of Stockton; Students and Volunteers	Immediately	None	Document outlining water-wise plants appropriate for Stockton with available data.	Utah Water Wise Plants; Localscapes
Use grants or other incentives to help local businesses and developers install native and "water-wise" landscapes.	Town of Stockton; Area Non-Profits; Local Businesses	Ongoing	\$	# of businesses/developments opting-in to this program.	Utah State University Extension - Center for Water Efficient Landscaping
Work with the culinary water authority to establish a fee structure which is dependent on a household's usage (incentivizing landscaping that requires less irrigation).	Culinary Water Authority; Town of Stockton	6 months - 1 year	None	Establishment of differential fee structure.	University of North Carolina - Environmental Finance Center.
Consider pursuing grants for the expansion, repair, and improvement of water and waste collection systems.	Town of Stockton / USDA Rural Development	Ongoing	\$\$\$ (Grants Available)	\$ received in grants; Improvements made to systems.	USDA Rural Development - Water & Waste Disposal Loan & Grant Program



Examples of water-wise vegetation and Northern Utah "local-scapes." Photo credit: Localscapes.com 2016.