

Introduction

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

The Portage County Comprehensive Planning Process and the Town of Stockton

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

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

The first step in soliciting public involvement was a County-wide opinion survey, which was conducted in the second half of September 2001. Over 30,000 surveys were mailed, with an intended target of one for every household within the County. Over 6,600 of the households responded, a return rate of approximately 22%. The survey responses provided information on resident's feelings in the areas of: County trends and land use; housing; utilities and community facilities; agricultural, natural and cultural resources; commerce and employment; transportation; and quality of life within the County. The Town of Stockton was well represented in the survey results (see Appendix B). In order to follow up and build on the information gathered in the survey, a

series of Hopes and Concerns Workshops were held in various locations around Portage County. A wide variety of County residents participated in the Workshops. To include as many groups as possible, Workshops were scheduled in towns and villages across the County, as well as junior high and high schools, UW-Stevens Point (with both faculty and students), and the Lincoln Center.

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

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

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

4) In determining whether to approve a proposed grant, preference shall be accorded to applications of local governmental units that contain all of the following elements:

(b) Planning efforts that contain a specific description of the means by which all of the following local, comprehensive planning goals will be achieved:

- 1. Promotion of the redevelopment of lands with existing infrastructure and public services, and the maintenance and rehabilitation of existing residential, commercial, and industrial structures.*
- 2. Encouragement of neighborhood designs that support a range of transportation choices.*
- 3. Protection of natural areas, including wetlands, wildlife habitats, lakes, woodlands, open spaces, and groundwater resources.*
- 4. Protection of economically productive areas, including farmland and forests.*

5. *Encouragement of land uses, densities, and regulations that promote efficient development patterns and relatively low municipal, state governmental and utility costs.*
6. *Preservation of cultural, historic, and archaeological sites.*
7. *Encouragement of coordination and cooperation among nearby units of government.*
8. *Building of community identity by revitalizing main streets and enforcing design standards.*
9. *Providing an adequate supply of affordable housing for individuals of all income levels throughout each community.*
10. *Providing adequate infrastructure and public services, and an adequate supply of developable land to meet existing and future market demand for residential, commercial, and industrial uses.*
11. *Promoting the expansion or stabilization of the current economic base, and the creation of a range of employment opportunities at the state, regional, and local levels.*
12. *Balancing individual property rights with community interests and goals.*
13. *Planning and development of land uses that create or preserve varied and unique urban and rural communities.*
14. *Providing an integrated, efficient, and economical transportation system that affords mobility, convenience and safety, which meets the needs of all citizens, including transit-dependent and disabled citizens.*

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

CHAPTER 1 - ISSUES AND OPPORTUNITIES

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

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

The purpose of a comprehensive planning program is to promote orderly and beneficial development, helping to create a community that offers residents a more attractive, efficient, and “resident-friendly” environment in which to live. Such an environment can be realized in part by creating a financially sound governmental structure, providing good schools, a variety of community facilities and services, efficient land use and transportation systems, and encouraging sufficient employment opportunities and adequate, affordable housing.

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

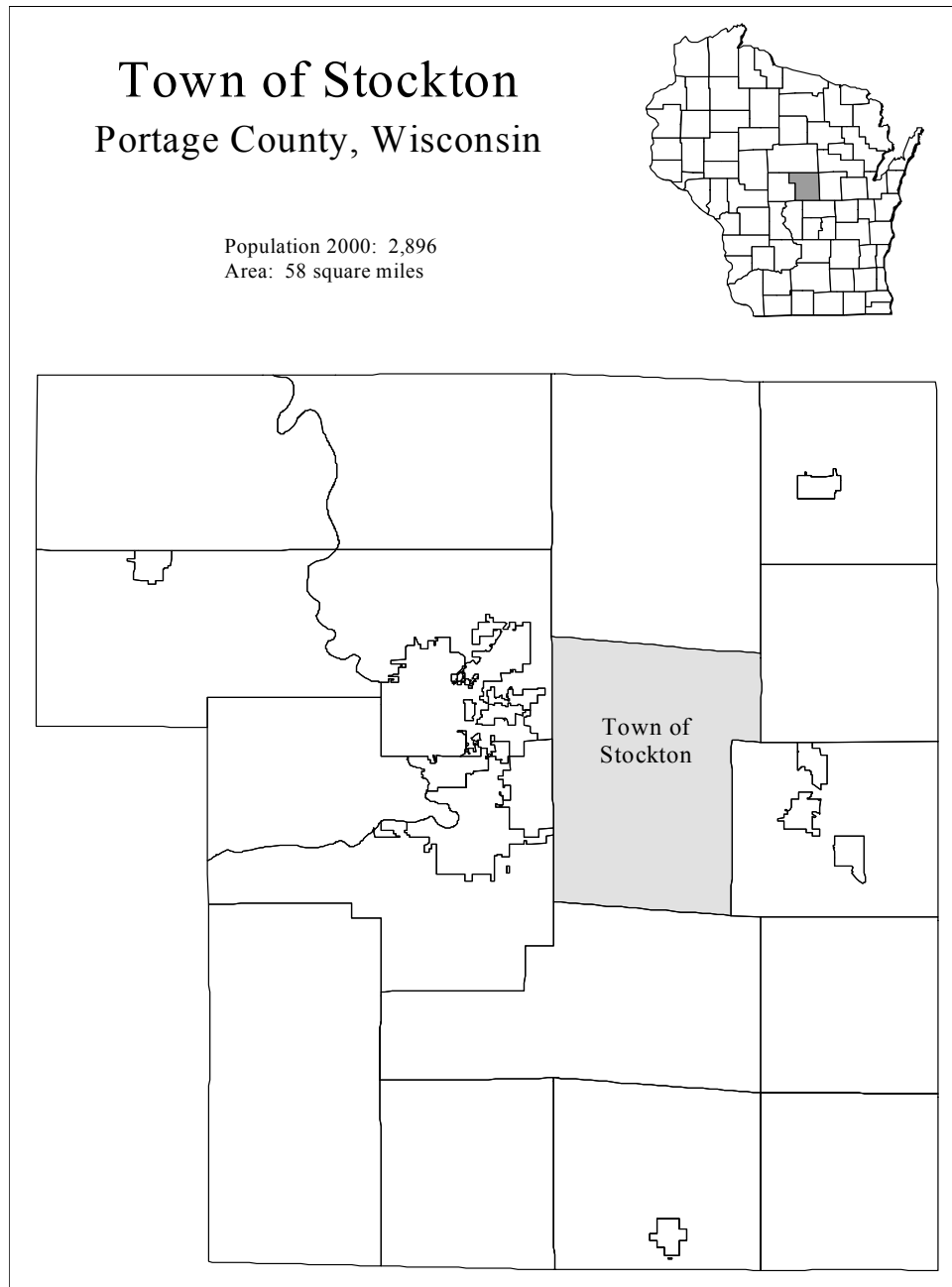
Section 1.1 Description of Planning Area

Stockton is the 4th largest town (out of 17 towns) in Portage County in terms of geographic size, encompassing an area of approximately 37,053 acres or 57.9 square miles. The Town (political unit) includes all but the eastern tier of sections of congressional township T23N-R9E and the southern ½ of T24N-R9E. Stockton is located in the central part of Portage County and is bordered on the north by the Town of Sharon, on the south by the Town of Buena Vista, on the east by the Towns of New Hope and Amherst, and on the west by the Towns of Hull and Plover.

Up until 1960, the Town of Stockton was a typical rural agriculture-based community with a steadily declining population, due mostly to the changes in the agricultural economy. This declining trend was reversed during the 1960’s, with the community experiencing a significant upturn in population as urban residents began moving back to rural areas. This change was characteristic of a broader urban-to-rural movement at the County, State, and national levels. The impact of this rural migration was greatest in the towns adjacent to the larger population centers; accordingly, towns such as Hull and Plover experienced the largest growth spurts due to their proximity to the City of Stevens Point. Nevertheless, population growth in more outlying towns, such as Stockton, was still very significant. Thus, the decade of the 1960’s marked the end of the Town of Stockton’s declining population and the beginning of a growth period, and population estimates for 2025 portray a continued growth pattern.

To accommodate this growth, tracts of land that are now void of development will see homes, farms and some businesses. If new development is not properly managed, the Town may find itself faced with unnecessarily inflated expenditure requirements for the provision of its limited services to the new areas. This Comprehensive Plan will analyze all of the lands within the Town of Stockton corporate boundary, and include recommendations for residential, commercial and industrial development, as well as the protection of important farmlands and other natural resources as determined by the residents of the Town of Stockton.

Figure 1.1



Section 1.2 Past Planning In Stockton

A. 1992 Land Use Plan

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

B. 2002 Land Use Plan Update

The Town of Stockton spent the better part of a year working on an update to their Land Use Plan. This was the first amendment of the plan since it was first adopted in 1992. The Town worked with the Portage County Planning and Zoning Department Staff throughout the process. Staff had a final meeting with Town representatives on May 16, 2002 to come to agreement with the final form for the amendments. After a recommendation from the Town Planning Committee and a public hearing, the Town Board recommended approval of the Land Use Plan amendments at their June 10, 2002 Board meeting.

Section 1.3 The Current Comprehensive Planning Process

As mentioned in the introduction to this document, this Town of Stockton Comprehensive Plan had its beginning as a part of the County-wide planning project started in June 2001. The work during the first 18 months of the County-wide project, performed primarily by the Portage County Comprehensive Planning Joint Steering Committee, centered on public participation, visioning, and the generation of preliminary goal suggestions for the nine required Plan elements. This information was then forwarded to all local units of government in the fall of 2002. Utilizing the information provided by the Joint Steering Committee, the Town of Stockton Plan Commission and the Town of Stockton Smart Growth Committee (the Smart Growth Committee was dissolved in October 2005) began the Town Comprehensive Planning process in earnest in January 2003.

For the purpose of this plan, wherever the Plan Commission is mentioned it reflects the cumulating efforts of all of the following: public hearings, open meetings, the planning process, town committees and volunteer working groups. The Plan Commission took information from all of these resources to complete this plan. Since October 2005 the Plan Commission has met often (weekly in some instances) through March 2006 to put together the first complete preliminary draft of the plan.

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

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

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

The Comprehensive Plan is the primary link between the past, the present, and the future, making it perhaps the best resource for achieving continuity over a period of time. It is to be used as a guide by those making decisions with regard to the development of the community. The Comprehensive Plan must also remain flexible so that it can be modified to reflect the processes of actual development and the changing attitudes and priorities of the community. To maintain an updated Comprehensive Plan, new information must be continually gathered and studied to determine trends and reevaluate projections, forecasts, and plans. Even policy recommendations, which are relatively permanent statements, may require periodic review to determine their appropriateness and suitability in relation to the direction and character of community development at that time. A well thought-out and updated Comprehensive Plan, with a solid base of public involvement, is one of the most fruitful investments a local government can make. As a collection of policies and plans designed to guide future growth and development, it will help ensure continuity over time as changes occur within the Town of Stockton.

Section 1.4 Town of Stockton Vision

We envision that in 2025 most of Stockton will remain a rural community that strives to maintain a balance between growth pressures from the City of Stevens Point, and the Village of Plover.

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

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

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

The Town will continue to work with neighboring communities to resolve issues of extraterritorial rights and any other common problems to enhance the quality of life for present and future generations.

To achieve this desired future, residents and community leaders recognize the necessity and importance of individual rights, landowner rights, and community interests encouraging citizen involvement and open communication.

Section 1.5 Demographic Trends

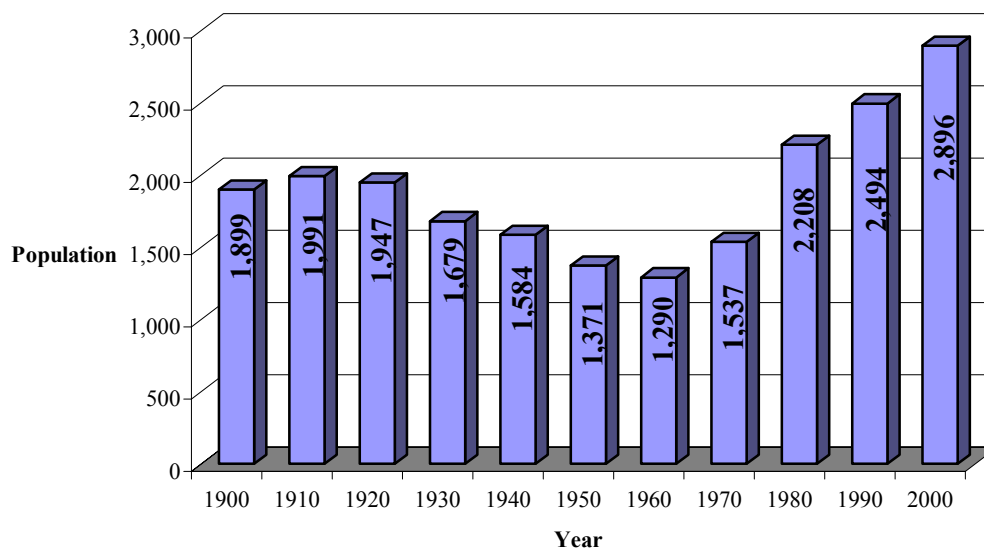
A. Population Growth

Every 10 years the Federal government performs the National Census, and these Census results are the main source of the information we use to understand how communities change over time. The Town of Stockton has seen a considerable variation in its growth rate over the last 100 years.

Census data reveals two major, historical population trends for the Town of Stockton (Figure 1.2). The first major trend was a steady decline in the Town's population over a fifty-year period from 1920 to 1970. This is characteristic of an agriculture based economy that saw a steady decline in farm numbers, but an increase in average size of farm.

This declining population trend was dramatically reversed in the 1970's, with the Town experiencing a significant upturn in population as urban residents began to move to rural or semi-rural areas. In Portage County, the impact of this migration back to the rural areas occurred earlier and was greater in those towns located adjacent to the larger population centers. For the Town of Stockton, the City of Stevens Point is within a 1/4 mile of its western border.

Figure 1.2: Town of Stockton Population Change, 1900 to 2000



Source: U.S. Bureau of Census

The Town of Stockton's most dramatic growth occurred during the 1970's, with the Town documenting population increases of 43.1% for the 1970-1980 period (Table 1.1).

From 1980 to 2000, the growth slowed, increasing by 31% for the period. The growth experienced by the Town of Stockton over the past twenty years was the second highest percentage increase of all towns in Portage County. The Town of Lanark with a 150.7% increase in population was number one. The Wisconsin Department of Administration, which provides yearly population estimates for the intercensal period, has projected continued growth for the Town in 2005, continuing a growth trend above most other communities in Portage County.

Table 1.1: Stockton Comparison Population Change, 1970 to 2005

	U.S. Census				Wisconsin DOA Estimate	1970 to 2000 Change	2000 to 2005 Change
	1970	1980	1990	2000	2005		
Town of Stockton	1,537	2,208	2,494	2,896	3,016	88.4%	4.1%
Town of Amherst	936	1,215	1,335	1,435	1,464	53.3%	2.0%
Town of Buena Vista	827	1,023	1,170	1,187	1,231	43.5%	3.7%
Town of Hull	3,124	5,122	5,563	5,493	5,545	75.8%	0.9%
Town of New Hope	492	625	694	736	752	49.6%	2.2%
Town of Plover	3,692	2,330	2,223	2,415	2,444	-34.6%	1.2%
Town of Sharon	1,304	1,694	1,742	1,936	2,030	48.5%	4.9%
Portage County	47,541	57,420	61,405	67,182	69,365	41.3%	3.2%

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

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

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

	Same House				Different House, Portage County				Different House Different County				Different State			
	1985		1995		1985		1995		1985		1995		1985		1995	
	#	%	#	%	#	%	#	%	#	%	#	%	#	%	#	%
T. Stockton	1,589	64%	1,996	69%	466	19%	500	17%	158	6%	173	6%	79	3%	66	2%
T. Amherst	823	62%	1,014	71%	235	18%	277	19%	77	6%	83	6%	79	6%	27	2%
T. Buena Vista	730	70%	820	72%	228	22%	205	18%	82	8%	104	9%	23	2%	9	1%
Town of Hull	2,945	58%	3,669	70%	1,173	23%	939	18%	611	12%	366	7%	380	7%	246	5%
T. New Hope	489	70%	538	73%	101	15%	110	15%	45	6%	29	4%	40	6%	20	3%
T. Plover	1,386	67%	1,517	71%	391	19%	316	15%	221	11%	256	12%	63	3%	53	2%
T. Sharon	1,120	64%	980	51%	434	25%	511	26%	112	6%	81	4%	75	4%	64	3%
Portage County	51%		56%		21%		22%		21%		16%		7%		5%	

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

The “Same House” column identifies the Stockton residents that lived in the same dwelling in both 1995 and 2000 (or 1985 and 1990); this can be an indicator of long-term residency. The “Different House, Portage County” column identifies the Stockton residents that lived in a home outside the Town, but within Portage County, in 1995.

The “Different House, Different County” column identifies the Stockton residents that lived in a home outside of the Town and Portage County, but within the State of Wisconsin, in 1995. The “Different State” column identifies the Stockton residents that lived in a home outside the State of Wisconsin in 1995. Altogether, this information provides insight into the nature and pace of new residents moving into the Town.

Based on 2000 census information, sixty-nine percent (69%) of the Town's residents lived in the same house as they did in 1995, down five percent (5%) from the 1990 Census. This would show that long term residents are becoming a smaller fraction of the total population. Residential growth in the community appears to be a blend of persons coming from other parts of Portage County as well as other parts of the State.

B. Age Distribution

Table 1.3 below details the number of Town residents that occupied specific age groups in each of the last three census years, along with similar information for an average of all Portage County Towns and the County as a whole.

If you were to examine the Town of Stockton age group data straight across the census years, you can get a feeling for how the Town population increase in the last 10 years was distributed.

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

	Town of Stockton			Town Average			Portage County		
	1980	1990	2000	1980	1990	2000	1980	1990	2000
Under 5 years	219 9.9%	202 8.1%	183 6.3%	131 9.4%	117 7.8%	95 5.0%	4,343 7.6%	4,266 6.9%	3,964 5.9%
5 to 14 years	450 20.4%	492 19.7%	508 17.5%	271 19.4%	270 17.9%	253 13.4%	8,671 15.1%	9,080 14.8%	9,118 13.6%
15 to 24 years	405 18.3%	355 14.2%	384 13.3%	256 18.3%	199 13.2%	198 10.5%	15,270 26.6%	13,081 21.3%	13,983 20.8%
25 to 34 years	405 18.3%	411 16.5%	340 11.7%	249 17.8%	239 15.8%	182 9.7%	9,180 16.0%	9,897 16.1%	8,322 12.4%
35 to 44 years	249 11.3%	436 17.5%	538 18.6%	164 11.7%	247 16.4%	289 15.4%	5,593 9.7%	8,690 14.2%	10,261 15.3%
45 to 54 years	152 6.9%	245 9.8%	473 16.3%	116 8.3%	158 10.5%	259 13.8%	4,447 7.7%	5,489 8.9%	8,945 13.3%
55 to 59 years	163 7.4%	156 6.3%	244 8.4%	102 7.3%	146 9.7%	149 7.9%	4,185 7.3%	4,299 7.0%	5,235 7.8%
65 to 74 years	113 5.1%	136 5.5%	133 4.6%	74 5.3%	86 5.7%	95 5.1%	3,391 5.9%	3,610 5.9%	3,791 5.6%
75 to 84 years	41 1.9%	53 2.1%	72 2.5%	29 2.1%	39 2.6%	51 2.7%	1,806 3.1%	2,273 3.7%	2,565 3.8%
85 years and over	11 0.5%	8 0.3%	21 0.7%	8 0.5%	9 0.6%	15 0.8%	534 0.9%	720 1.2%	998 1.5%
TOTAL	2,208	2,494	2,896	1,400	1,511	1,882	57,420	61,405	67,182
Median Age	25.8	30.0	35.9	27.3	32.2	37.8	25.4	29.3	33.0

Median Age Change 1980 – 2000 (in years)

10.1

10.5

7.6

Source: U.S. Census Bureau, 1980, 1990, 2000 Census.

The “5-to-14” (+16), “15-to-24” (+29), “35-to-44” (+102), “45-to-54” (+228), “55-to-59” (+88), and “75+” (+32) age groups have shown increases in numbers. The 25-to-34 age group showed the largest loss, decreasing by 71 persons. Altogether, the Town gained 402 residents from 1990 to 2000.

Further insight into the nature of the Town’s population change over time can be gained through examining how the different age groups change as they move through their life cycles. Age groups for the Towns and County (or “cohorts” as they are called when tracking a group of same-aged people) have been displayed in the table in ten-year increments to more easily see how their numbers increase or decline over different census years. The diagonal series of gray and white boxes within Table 1.3 indicate the path of each age cohort through the three census periods.

The 5-to-14 year old cohorts for the Town of Stockton numbered 492 in 1990. Their number declined by 108 persons (-22%) by the year 2000 (as the 5-to-14 year olds became 15-to-24 year olds). Some of this decline may be explained by children leaving home for college or jobs. For the most part, the age cohorts between 15 and 64 years old have experienced increases in numbers between 1990 and 2000, or slight decreases. In comparing this growth trend to the Town and County, you will find less growth, or in many cases, decline within the cohorts over the ten year period.

Table 1.4: Comparison of Population Age 65+

Age	Town of Stockton			Town Average			Portage County		
	1980	1990	2000	1980	1990	2000	1980	1990	2000
65 years and older	165 7.5%	197 7.9%	226 2.9%	111 7.9%	134 8.8%	161 8.6%	5,731 10.0%	6,603 10.8%	7,354 10.9%
Total Population	2,208	2,494	7,896	1,400	1,511	1,882	57,420	61,405	67,182
Median Age	25.8	30.0	35.9	27.3	32.2	37.8	25.4	29.3	33.0

Source: U.S. Census Bureau, Portage County Planning and Zoning.

The median age for the Town of Stockton is 35.9 years. This rate has increased by over ten years since 1980, with the rate of increase holding steady over the two decades. The “median age” is the point where ½ of the population lies above and ½ lies below; the older this age is, the older the overall population for a place is becoming. The other Towns across Portage County have seen their median age increase at a slightly quicker pace (10.5 years). The County as a whole has seen its median age increase at an even slower rate, just under eight years over the twenty-year period. This is an indication that the towns overall are aging more rapidly than the County’s Villages, or City of Stevens Point.

As one would expect with the rise in median age, the percentage of the population for the Towns within Portage County over the age of 65 has been trending upward since 1980 as well. The Town of Stockton’s 65+ population segment increased from 7.3% of total population in 1980 to 14.9% in 2000. The average Portage County town saw this segment increase from 7.9% to 10%, and the County as a whole increased from 9.9% to 10.9%. When examining all of the age groups, we find that all groups below the age of 35 are declining in both raw numbers and percent for Town and County population averages, while the reverse is true for age groups above the age of 35. The number of seniors aged 75 and over has nearly doubled since 1990.

C. Education Levels

Levels of educational attainment have followed a similar trend of improvement across the different municipal divisions within Portage County (Table 1.5). The Town of Stockton raised its' overall educational attainment during the 1990's. This was a result of the combination of in-migration, continued educational involvement by the existing residents of the Town and the passing of older residents who did not have the educational opportunities enjoyed today. The number and percentage of Town of Stockton residents age 25 and over who had less than a 9th grade education decreased significantly between 1990 and 2000. The percentage of 25+ year old residents who completed some college, or completed a college degree program rose from twenty-four percent (24%) to forty-one percent (41.6%) over the same period. This 10-year increase in attainment for Stockton was slightly ahead of the gain for the Town Average (29% to 41%) and for County as a whole (40% to 49%). The Town of Stockton also outperformed the Town and County averages for the number and percentage of residents who completed 9th to 12th grade but did not receive a diploma. The Stockton numbers for this category decreased by 2.6%, while the Town Average and Portage County both experienced a slight 1 to 2 percent decline in this category.

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

Ed. Attainment (Persons 25 yrs+)	Town of Stockton		Towns Average		Portage County	
	1990	2000	1990	2000	1990	2000
Less Than 9th Grade	220 15.2%	102 5.5%	118 10.4%	65 6.2%	4,065 11.6%	2,420 6.0%
9th to 12th Grade (No Diploma)	125 8.7%	113 6.1%	82 7.2%	85 8.1%	3,029 8.7%	3,019 7.5%
High School Graduate	743 51.4%	860 46.7%	387 34.2%	440 42.2%	14,082 40.2%	14,952 37.2%
Some College (No Degree)	149 10.3%	321 17.4%	113 10.0%	184 17.6%	5,205 14.9%	7,572 18.9%
Associate Degree	50 3.5%	153 8.3%	43 3.8%	73 7.0%	1,922 5.5%	2,802 7.0%
Bachelor's Degree	96 6.6%	180 9.8%	89 7.9%	140 13.4%	4,594 13.1%	6,468 16.1%
Graduate / Professional Degree	62 4.3%	114 6.2%	36 3.2%	57 5.5%	2,107 6.0%	2,910 7.2%
Total	1,445	1,843	1,132	1,044	35,004	40,143

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

D. Households and Income

The Town of Stockton residential community is made up of different types of households. The U.S. Census defines a household simply as "including all of the people who occupy a housing unit". People not living in households are classified as living in group quarters. Table 1.6 below details the changes in the make-up of Town of Stockton households over the last 20 years, and compares them to the Portage County data and the average of the County Towns. Married-couple households, traditionally the largest group within Stockton, have seen their percentage of total households

decrease at a slightly higher rate over the last 20 years than the decrease in the Town average or county as a whole, even though their numbers have continued to increase. Single-father or mother headed households within Stockton have increased over the 20 year period from 55 to 103 households, an increase of nearly 47%. By comparison, the Town Average and County as a whole have seen single-head households increase between 28 and 38%. Stockton's Non-Family households have increased from approximately 10% of total households in 1980 to 12% in 2000. The Non-Family percentage for Portage County has historically been higher than Stockton or the Town Average.

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

Table 1.6: Household Type Comparison, Town of Stockton

Household Type	Town of Stockton			Towns Average			Portage County		
	1980	1990	2000	1980	1990	2000	1980	1990	2000
Family Households	570	655	821	358	403	450	13,257	14,883	16,496
<i>(percent of Total Households)</i>	85.1%	81.2%	83.4%	84.2%	82.4%	78.7%	72.4%	69.9%	65.9%
Married-couple families	515	580	718	324	357	401	11,592	12,645	13,808
<i>(percent of Family Households)</i>	90%	89%	87%	90%	89%	89%	87%	85%	84%
Other family, male householder	23	34	46	13	18	20	437	602	861
<i>(percent of Family Households)</i>	4%	5%	5%	4%	4%	4%	3%	4%	5%
Other family, female householder	32	41	57	22	29	29	1,228	1,636	1,827
<i>(percent of Family Households)</i>	6%	6%	7%	6%	7%	6%	9%	11%	11%
Non-Family Households	100	152	163	67	86	121	5,056	6,423	8,544
<i>(percent of Total Households)</i>	14.9%	18.8%	16.6%	15.8%	17.6%	21.2%	27.6%	30.1%	34.1%
Householder living alone	81	122	112	55	69	94	3,730	4,679	6,130
<i>(percent of Non-Family Households)</i>	81%	80%	69%	81%	81%	78%	74%	73%	72%
Householder 65 years and over	~	44	37	~	29	34	~	1,933	2,196
<i>(percent of Non-Family Households)</i>		29%	23%		33%	28%		30%	26%
Total Households	670	807	984	425	489	572	18,313	21,306	25,040
Persons Per Household	3.30	3.09	2.94	3.28	3.01	2.72	2.93	2.71	2.54

Source: U.S. Census Bureau, 1980, 1990, 2000 Census.

Another instructive piece of information on the state of households within the Town is the level of income that each household achieves. Again the census provides insight into the range of incomes present within Stockton. Table 1.7 below describes how household incomes have changed in the last 20 years. It is a testimony to both the inflation of wages and the increased earning power of the residents of Stockton that the percentage of households making greater than \$50,000 per year has increased from 2.1% in 1979 to 51.8% 1999. Median household income has increased from \$18,168 to \$50,957 over the same period. The percentage increase in households earning greater than \$50,000 for Portage County as a whole is slightly lower over the 20-year period (3% to 42%); and the Town average, 2.5% to 48.6%.

Table 1.7: Household Income Comparison for the Town of Stockton

Household Income Per Year	Town of Stockton			Towns Average			Portage County		
	1979	1989	1999	1979	1989	1999	1979	1989	1999
Less Than \$10,000	145 21.5%	85 10.6%	29 2.9%	103 24.2%	48 9.9%	25 3.1%	5,300 28.9%	3,210 15.0%	1,767 7.0%
\$10,000 to \$14,999	104 15.4%	87 10.8%	32 3.2%	66 15.5%	36 7.4%	24 2.9%	2,919 15.9%	1,978 9.3%	1,608 6.4%
\$15,000 to \$24,999	248 36.7%	121 15.0%	104 10.5%	139 32.7%	85 17.2%	55 6.6%	5,423 29.6%	4,072 19.1%	3,174 12.6%
\$25,000 to \$34,999	117 17.3%	98 12.2%	107 10.8%	76 17.8%	84 17.1%	75 9.0%	2,907 15.8%	3,654 17.1%	3,425 13.6%
\$35,000 to \$49,999	47 0.3%	185 0.5%	204 0.4%	28 0.2%	123 0.4%	111 0.2%	1,223 6.7%	4,370 20.5%	4,484 17.9%
\$50,000 to \$74,999	12 1.8%	183 22.8%	275 27.8%	9 2.2%	82 16.7%	154 18.5%	380 2.1%	2,983 14.0%	5,771 23.0%
\$75,000 to \$99,999	2 0.3%	19 2.4%	149 15.1%	5 1.1%	21 4.2%	80 9.7%	193 1.1%	661 3.1%	2,820 11.2%
\$100,000 to \$149,999		13 1.6%	71 7.2%	0 0.0%	8 1.6%	36 4.3%	0 0.0%	274 1.3%	1,346 5.4%
\$150,000 or more		13 1.6%	17 1.7%	0 0.0%	5 0.9%	18 2.2%	0 0.0%	134 0.6%	717 2.9%
Total Households	675	804	988	426	491	829	18,345	21,336	25,112
Median H-Hold Income	\$18,168	\$35,724	\$50,957	\$16,736	\$31,512	\$48,037	\$16,659	\$28,686	\$43,487

Source: U.S. Census Bureau, 1980, 1990, 2000 Census.

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

Table 1.8: Poverty Thresholds - 1980, 1990, and 2000

Size of Family Unit	Poverty Thresholds		
	1980	1990	2000
One Person	\$4,190	\$6,652	\$8,794
Two Persons	\$5,363	\$8,509	\$11,239
Three Persons	\$6,565	\$10,419	\$13,738
Four Persons	\$8,414	\$13,481	\$17,603
Five Persons	\$9,966	\$15,792	\$20,819
Six Persons	\$11,269	\$17,839	\$23,528
Seven Persons	\$12,761	\$20,241	\$26,754
Eight Persons	\$14,199	\$22,582	\$29,701
Nine Persons or More	\$16,896	\$26,848	\$35,060

Source: U.S. Census Bureau

“Poverty” is generally defined as a set of money income thresholds that vary by family size and composition to determine who is poor. If a family’s total income is less than that family’s threshold, then that family, and every individual in it, is considered poor. The poverty thresholds do not vary geographically. That is, they are the same

throughout the United States. However, the poverty thresholds are updated annually for inflation using the Consumer Price Index (CPI-U). The official poverty definition counts money income before taxes and does not include capital gains and non-cash benefits (such as public housing, food stamps, and Medicaid).

Poverty is not defined for people in military barracks, institutional group quarters, or for unrelated children under age 15 (such as foster children). Table 1.9 lists the census information on poverty for the total number of residents, persons age 65 and above, and families within the Town of Stockton, the Town average, and Portage County as a whole.

According to census figures, the Town of Stockton has experienced a substantial decrease in the number of residents earning below the poverty level as compared to the County as a whole. With regard to the other Towns in Portage County, Stockton has similar percentages of persons living in poverty.

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

	Town of Stockton		Towns Average		Portage County	
	1989	1999	1989	1999	1989	1999
Persons	2,485	2,896	1,332	1,417	57,805	67,182
Below Poverty Level	265	81	115	78	7,454	6,074
	10.7%	2.8%	8.6%	5.5%	12.9%	9.0%
Persons 65 Years and Over	197	226	115	148	5,327	7,354
Below Poverty Level	21	9	13	14	740	561
	10.7%	4.0%	11.3%	9.3%	13.9%	7.6%
Families	652	801	358	404	14,927	16,643
Below Poverty Level	58	10	23	14	1,051	725
	8.9%	1.2%	6.3%	3.5%	7.0%	4.4%

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

E. Employment Characteristics

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

Table 1.10: Summary of Employment by Industry

Industry	Town of Stockton			Town Average			Portage County		
	1980	1990	2000	1980	1990	2000	1980	1990	2000
Agriculture, Forestry, Fisheries, Mining	209 22.2%	196 15.4%	135 8.1%	93 16.4%	82 11.2%	58 6.9%	1,816 7.3%	1,755 5.8%	1,241 3.5%
Construction	57 6.0%	64 5.0%	80 4.8%	32 5.5%	43 5.9%	52 6.2%	1,004 4.0%	1,297 4.3%	1,707 4.8%
Manufacturing	155 16.4%	310 24.3%	267 16.0%	121 21.3%	153 20.9%	182 21.6%	4,637 18.6%	5,373 17.8%	6,314 17.7%
Transportation, Warehousing, Utilities	62 6.6%	82 6.4%	143 8.6%	30 5.3%	48 6.5%	54 6.4%	1,214 4.9%	1,511 5.0%	1,948 5.5%
Information	0 0.0%	0 0.0%	35 2.1%	0 0.0%	0 0.0%	10 1.2%	0 0.0%	0 0.0%	835 2.3%
Communications/ Other Public Facilities	6 0.6%	5 0.4%	0 0.0%	6 1.0%	7 0.9%	0 0.0%	325 1.3%	367 1.2%	0 0.0%
Wholesale Trade	46 4.9%	32 2.5%	69 4.1%	23 4.0%	24 3.3%	30 3.5%	885 3.5%	1,026 3.4%	1,235 3.5%
Retail Trade	130 13.8%	203 15.9%	196 11.7%	78 13.7%	117 16.0%	102 12.1%	4,317 17.3%	5,667 18.8%	4,813 13.5%
Finance, Insurance, Real Estate	77 8.2%	124 9.7%	150 9.0%	59 10.4%	78 10.6%	83 9.9%	2,971 11.9%	3,359 11.1%	3,682 10.3%
Professional, Management, Administrative	0 0.0%	0 0.0%	75 4.5%	0 0.0%	0 0.0%	29 3.5%	0 0.0%	0 0.0%	1,627 4.6%
Business and Repair Services	20 2.1%	25 2.0%	0 0.0%	10 1.8%	18 2.5%	0 0.0%	518 2.1%	941 3.1%	0 0.0%
Personal Services	0 0.0%	14 1.1%	0 0.0%	0 0.0%	16 2.1%	0 0.0%	0 0.0%	777 2.6%	0 0.0%
Arts, Entertainment, Recreation Services	24 2.5%	0 0.0%	117 7.0%	17 3.0%	6 0.8%	48 5.7%	734 2.9%	388 1.3%	3,005 8.4%
Educational, Health, Social Services	120 12.7%	149 11.7%	284 17.0%	78 13.7%	101 13.8%	141 16.7%	5,331 21.4%	5,617 18.6%	7,192 20.2%
Other	22 2.3%	25 2.0%	61 3.7%	13 2.3%	22 3.0%	33 3.9%	624 2.5%	1,362 4.5%	1,236 3.5%
Public Administration	15 1.6%	46 3.6%	57 3.4%	9 1.5%	19 2.5%	20 2.3%	571 2.3%	710 2.4%	842 2.4%
Total Employed Persons	943	1,275	1,669	569	731	842	24,947	30,150	35,677
Unemployed Persons	91	61	39	56	37	38	2,013	1,590	2,255
Total Labor Force	1,034	1,336	1,708	629	772	647	26,960	31,740	37,944
Percent Unemployed	9.7%	4.8%	2.3%	10%	5%	4%	8.1%	5.3%	6.3%
Persons 16 Years +	0	1,755	2,197	0	1,058	1,198	0	47,202	53,135

Source: U.S. Census Bureau, 1980, 1990, 2000 Census.

Section 1.6 Forecasts

A. Population Projections

The State of Wisconsin Department of Administration prepares population projections for each of the municipalities within the County

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

Yr 2015: 3,328

Yr 2025: 3,639

B. Household Projections

Household projections for Stockton will be based on the above stated population projection divided by the anticipated number of persons per household in both 2015 and 2025.

The number of persons per household has been steadily declining in Stockton, from 3.30 persons in 1980 to 2.94 persons in 2000. Using a method of linear regression, the forecasted number of persons per household (PPH) in 2015 will be 2.75. The number of persons per household in 2015, will also be used in 2025. Keep in mind that these numbers represent projections and should not be used as absolute.

Using a PPH of 2.75 for this plan horizon (2025), the household projections for Stockton are:

2015: 1,210 households

2025: 1,323 households

C. Employment Projections

The Town has experienced a decline in agriculture related employment. We expect this downward trend to continue as more and more farmland is being developed. Even as agriculture decreases it still occupies a significant portion of the Town's land use. Other employment opportunities include: industrial, commercial, home occupations, and others. The majority of future job opportunities outside of the agriculture sector are expected to be located in the Stevens Point urban area, Wausau, Wisconsin Rapids, Amherst, Waupaca, Rosholt and other surrounding communities. Jobs will most likely be found in the service field, health care, government, manufacturing and finance sectors.

Section 1.7 Conclusions

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

survey results, in their entirety, are included in Appendix B; the following are survey responses related to Issues & Opportunities, and overall community life.

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

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

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

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

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

Section 1.8 Community Goals, Objectives, and Polices

Goals, objectives and polices provide the framework for guiding future community development activities in the Town of Stockton. Goals are stated as desired conditions to strive for in the future. They are common ideas of the Community that can be achieved through the actions of government leaders, private enterprise and individuals. Objectives are general targets to be achieved along the path of satisfying community goals. Polices are methods of action to accomplish these objectives. Together these three pieces express the uniqueness of the community while stating changes that will produce desirable patterns for growth and development.

One means of deriving goals and policies is through issue identification. Many of the issue statements in the various plan elements are framed as questions. This was purposefully done so that answering the questions would help Plan Commissioners more easily form goal or policy statements.

A. Goal

1. Maintain the Town's rural character

B. Objective

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

C. Policy

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