Peer Review:

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Raymond Johnson, Tooele County Engineer

Town Of Stockton General Plan

INTRODUCTION AND INTENT

The Town of Stockton is located in Tooele County, 7 miles south of Tooele City in the foothills of the Oquirrh Mountains. The Town was settled in the mid 1800 by soldiers and miners, that heritage, while diminished by technology and industrial modernization, is alive and well in the character of Stockton. The mining industry that created and defined Stockton moved on long ago, leaving in its wake a small bedroom community struggling for identity in today’s urban/suburban/rural conflict.

The purpose of this plan is to provide the framework for Town planning programs and regulations by establishing goals and policies that define the basic relationships, arrangements and intensities of the activities of Stockton’s citizenry. It is the intent of this plan to further the creation of a community whose residents enjoy opportunities to live, work, shop, and play in a safe, healthy, and enjoyable context.

The primary function of this plan is to provide the Town with a framework of goals and policies for a period of approximately twenty years. Of course annual reviews and intensive reexamination and evaluation every 5 years is crucial because circumstances change and plans must change with them. Changes in the plan however, should be undertaken with the same thorough evaluation of conditions, thoughtful eye toward the future, and comprehensive vision as the original. Amendment of the General Plan should only happen in instances where:

1. There is a demonstrable mistake in the original plan,
2. The community values and needs have changed definitively, or
3. Circumstances have changed such that the plan is no longer a viable vision for the future.

This General Plan establishes the goals and policy foundations upon which regulations and specific incentives are implemented through ordinances or other actions of the Town Board or limited proceedings of the Planning and Zoning Commission.
SUMMARY OF PRESENT CONDITIONS AND PROJECTIONS OF FUTURE GROWTH

When Possible 2000 Census and other Stockton specific data will be presented, however due to the small size of Stockton City it may be difficult to find reliable data, therefore when reliable data is not available, the Tooele County data will be presented in lieu of Stockton Data. Stockton is located very near both the major city in the county and a relatively pristine agricultural valley, it is safe to assume the data for Stockton will be very similar to the county as a whole since it is situated in an average Tooele County situation.

Population and Demographics

Tooele County is one of the seven fastest growing counties in the State of Utah with more than 40% growth over the last 10 years. Stockton has not grown as fast as Tooele County primarily because it is further away from Salt Lake than Lakepoint, Stansbury Park, or Tooele City. Stockton, however, has experienced and will continue to experience significant growth.

Population

The 2000 Census figures show the population of Stockton to be 443 persons but empirical data suggests the population to be 602 persons in 2002. The Population of Stockton, based on the empirical data and a projected 2.4% per annum growth rate, will be 646 persons in 2005, 728 persons in 2010, and 923 in 2020. The population figures may vary substantially, based on the limited size of the population sample, as one major development would heavily skew these numbers.

With Stockton's land mass within present boundaries there is a potential for 400-1000 new homes with a population of up to 3,000.

Gender Breakdown

The Gender Breakdown for Stockton in the Year 2002 is 52.1% Men and 47.9% Women compared to 49.2% Men and 50.8% Women for Tooele County as a whole. It is likely that as the city grows this breakdown would move toward a nearly even gender breakdown, which is typical of the state as a whole.

*2000 Census

Age Distribution:

<table>
<thead>
<tr>
<th>Age</th>
<th>Stockton</th>
<th>Tooele County</th>
<th>Utah</th>
</tr>
</thead>
<tbody>
<tr>
<td>Under 5</td>
<td>8.1%</td>
<td>11.0%</td>
<td>9.4%</td>
</tr>
<tr>
<td>5 to 9</td>
<td>5.0%</td>
<td>9.5%</td>
<td>8.6%</td>
</tr>
<tr>
<td>10 to 14</td>
<td>8.1%</td>
<td>8.6%</td>
<td>8.6%</td>
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<tr>
<td>15 to 19</td>
<td>11.3%</td>
<td>9.7%</td>
<td>9.7%</td>
</tr>
<tr>
<td>20 to 24</td>
<td>7.4%</td>
<td>7.7%</td>
<td>10.1%</td>
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<tr>
<td>25 to 34</td>
<td>10.6%</td>
<td>15.6%</td>
<td>14.6%</td>
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<tr>
<td>35 to 44</td>
<td>13.1%</td>
<td>13.9%</td>
<td>13.4%</td>
</tr>
<tr>
<td>45 to 54</td>
<td>15.8</td>
<td>10.3%</td>
<td>10.5%</td>
</tr>
<tr>
<td>55 to 59</td>
<td>4.5%</td>
<td>3.6%</td>
<td>3.6%</td>
</tr>
<tr>
<td>60 to 64</td>
<td>3.4%</td>
<td>2.7%</td>
<td>2.8%</td>
</tr>
</tbody>
</table>
Household Data

The Average Household in Stockton Town Consists of 2.86 People while the Average for Tooele County is 3.11, and the State of Utah is 3.13 People.

Household makeup in Stockton is somewhat dissimilar to Utah and Tooele County in terms of percentage of family households (two or more related people), 73.5% to 76.3% and 79.9%. This is accounted for by the relatively high number of Householders under 65 living alone, 23.9% of total households as compared to Tooele County at 16.8 and Utah at 17.8.

*2000 Census

Race: Stockton is 95% White compared to 89.2% for both the state and Tooele County.

*2000 Census

<table>
<thead>
<tr>
<th>bidg permit</th>
<th>Valuation</th>
<th>Approx Land Value</th>
<th>LOT SIZE</th>
</tr>
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<tbody>
<tr>
<td>2001-02</td>
<td>$70,486.00</td>
<td>$13,600.00</td>
<td>6000 sq.</td>
</tr>
<tr>
<td>2001-04</td>
<td>$111,887.00</td>
<td>$45,000.00</td>
<td>2 acre</td>
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<tr>
<td>2001-06</td>
<td>$70,145.00</td>
<td>$13,600.00</td>
<td>8000 sq.</td>
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<tr>
<td>2001-07</td>
<td>$117,848.00</td>
<td>$45,000.00</td>
<td>2 acre</td>
</tr>
<tr>
<td>2001-08</td>
<td>$135,000.00</td>
<td>$45,000.00</td>
<td>2 acre</td>
</tr>
<tr>
<td>2001-09</td>
<td>$138,228.00</td>
<td>$45,000.00</td>
<td>2 acre</td>
</tr>
<tr>
<td>2001-10</td>
<td>$122,316.00</td>
<td>$45,000.00</td>
<td>2 acre</td>
</tr>
<tr>
<td>2001-12</td>
<td>$72,186.00</td>
<td>$13,600.00</td>
<td>8000 sq.</td>
</tr>
<tr>
<td>2001-14</td>
<td>$265,045.00</td>
<td>$45,000.00</td>
<td>2 acre</td>
</tr>
<tr>
<td>2001-19</td>
<td>$70,451.00</td>
<td>$13,600.00</td>
<td>8000 sq.</td>
</tr>
<tr>
<td>2001-20</td>
<td>$124,925.00</td>
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<td>2 acre</td>
</tr>
<tr>
<td>2001-21</td>
<td>$169,716.00</td>
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</tr>
<tr>
<td>2001-23</td>
<td>$252,022.00</td>
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<td>2 acre</td>
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<td>2001-24</td>
<td>$270,357.90</td>
<td>$54,000.00</td>
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<td>2001-25</td>
<td>$140,753.00</td>
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</tr>
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<td>2002-01</td>
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<td>$30,000.00</td>
<td>1 acre</td>
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<tr>
<td>2002-02</td>
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<td>$45,000.00</td>
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</tr>
<tr>
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</tr>
<tr>
<td>2002-06</td>
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<td>$45,000.00</td>
<td>2 acre</td>
</tr>
<tr>
<td>2002-07</td>
<td>$121,938.00</td>
<td>$45,000.00</td>
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<tr>
<td>2002-08</td>
<td>$70,486.00</td>
<td>$13,600.00</td>
<td>8000 sq.</td>
</tr>
<tr>
<td>2002-09</td>
<td>$70,646.00</td>
<td>$13,600.00</td>
<td>sq.</td>
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<tr>
<td>2002-10</td>
<td>$197,682.00</td>
<td>$45,000.00</td>
<td>2 acre</td>
</tr>
<tr>
<td>2002-11</td>
<td>$147,496.40</td>
<td>$45,000.00</td>
<td>2 acre</td>
</tr>
<tr>
<td>2002-15</td>
<td>$163,860.00</td>
<td>$45,000.00</td>
<td>2 acre</td>
</tr>
</tbody>
</table>
Housing Affordability

According to empirical data drawn from the 2000 census, 2002 YTD home sales in Tooele County, tax records, building permit data, widely recognized affordable housing standards and extrapolation based the aforementioned data, the average Stockton household defined as “moderate” or “low” income cannot afford to live in the average home in Stockton. Additionally, recent trends point toward a widening gap between household income and housing prices, which over time will create a significant affordable housing shortage.

The standard for housing affordability is that a family spend 30% of net income on housing. The average Household income in Stockton is $40,938.00. Based on $40,938, the average Stockton household should spend no more than $767.59 (30% of net earnings per month) on housing.

The average home sold in Tooele County in 2002 was sold for $132,000. There were not enough homes resold in Stockton to establish an average sales figure, however the value of new construction over the last 2 years averaged approximately $176,893. Presumably the older housing stock would have a lower average value and a reasonable assumption as to that value is approximately $100,000.

In the past two years the average value of a new dwelling in Stockton is 76% higher than existing housing stock and a family buying a new home in Stockton could expect to pay an average of roughly $1,229 per month (house payment of $1,086, property taxes of $117 per month and Home Owners Insurance and other miscellaneous costs of at least $25 per month) for housing.

Average value for homes built in 2001, 2002
Valuation is construction value of the building
Land values based on taxable value
Total = Valuation + land value

Eighteen of the twenty four homes built in 2001 and 2002 were built on more than one acre of land. The availability of land zoned for large lot development is the major cause for the insufficient future amounts of affordable housing the status quo will bring based on current trends.

Housing in Stockton may meet the standards of affordability at the present time but given the trend toward more expensive large lot dwelling units this will not be the case for long.

Moderate Income Housing is defined by the State of Utah as “housing occupied or reserved for occupancy by households with a gross income equal to or less than 80% of the median income of the MSA for households of the same size”.

The average family under this criterion could afford a housing payment of $614.07 per month, which could buy a home valued at approximately $85,000 (house payment of $523, monthly property taxes of $65, and miscellaneous costs of at least $25 per month).

In the platted area of town there are certainly properties with small amounts of land and with old mobile/manufactured homes that are valued at less than $85,000, however most of the properties in town would be worth more than this. Furthermore, as demonstrated above the trend is toward less affordable housing. Based on these trends
the relative amount of moderate income housing will decline over the next five years given current conditions.

There is very little small lot and multifamily zoning available according to current zoning. Three-quarters of the land area in Stockton is currently zoned for 1 acre or greater minimums. Less than 150 acres of the approximately 1250 total acres in Stockton are zoned for housing at densities greater than 1 du per acre. Current zoning dictates that when the platted area of town is full there will be no more affordable housing possible.

Housing Supply, Condition, Occupancy, Potential, Constraints, Programs.

According to empirical data and extrapolation based on the empirical data and census data, there are 202 total housing units in Stockton, 196 or 97.1% of which are occupied. Of that 196 occupied housing units 181 or 92.3% are Owner occupied, compared to Utah which has only 71.5% Owner occupied housing. With the exception of a mobile home zone that covers about 4 acres and a multiple residential zone that covers another 8-10 acres there is little in place that would facilitate greater housing diversity in Stockton. This lack of diversity correlates with a lack of affordable housing, the result is an increased cost of living for the average Stockton family.

Transportation Analysis

Road Inventory

STOCKTON

<table>
<thead>
<tr>
<th>Surface Type</th>
<th>Mileage</th>
<th>Mileage</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>UDOT</td>
<td>REVISED</td>
</tr>
<tr>
<td>Paved</td>
<td>3.41</td>
<td>5.72</td>
</tr>
<tr>
<td>Gravel</td>
<td>2.62</td>
<td>0.72</td>
</tr>
<tr>
<td>Other (Dirt)</td>
<td>0.15</td>
<td>0.56</td>
</tr>
<tr>
<td>TOTAL</td>
<td>6.18</td>
<td>7.00</td>
</tr>
</tbody>
</table>

Ingress/Egress to Stockton Town is provided by Highway 36 both north and south and by Silver Avenue to the west. Internal roads are generally aging and in fair to poor condition and consist of about 22 feet of paved surface on right of ways of 80 to 100 feet in the older platted areas and 40 to 60 feet in the newer subdivided areas.

See Appendix A: Current Land Use and Infrastructure Map.

Other Transportation Infrastructure

Perpendicular to Highway 36 is an active railroad right of way that could be used as rail access for future industrial activity.

Government, Public Facilities, and Services

Government Services and Facilities
The Town of Stockton currently provides many of the services its citizens enjoy and contracts with Tooele County and other public and private entities for many of the services that are beyond the means of a small city to provide. The city maintains a police department, a fire department, municipal court services, most building inspections, and a city hall staff. The city contracts for planning and engineering services, jail and dispatch services, and electrical inspections.

Government at the city level exists primarily to protect the health, safety, welfare and public morals of a community. Fire, police planning/building, and other health and welfare related items make up 37% of the municipal budget. The police department consists of the chief, 1 full time officer, 2 reserve officers, an officer with a drug dog and an animal control officer. The fire department is a 8-12 person, primarily volunteer force with response times ranging from 7 to 22 minutes depending the time of day and location of volunteers. Planning services are provided by contract through a private engineering firm. Building services are primarily provided through a city building inspector but certain inspections must be contracted for.

The ability of Stockton to provide services at the levels expected in a municipality is being severely strained. While the number of households increased from 2001 to 2002, the city budget will decrease from $376,500 to $327,250 (2002-03 proposed). A major factor in this decreased budget is the $90,000(based on June 15th, 2002 data) shortfall in 2001. In the last year property tax rates have been nearly doubled and further reexamination in light of this current and future inability to provide services at current levels is a certainty.

See Appendix A: Current Land Use and Infrastructure Map.

Utilities

The only utilities provided by a government entity in Stockton are water, which is provided by the Stockton Water Company, a Special Services District, and garbage service provided by Tooele County. Private corporations provide other utilities such as gas, electricity, and phone. There is currently no sewer service in Stockton, every home is on a septic system. Stockton has two water tanks with a combined 750,000 gallons of capacity and a slow sand filtration plant.

Although there are an estimated 380 future connections possible on this system, based on current usage, capacity will have to be increased at some point if Stockton is to grow.

See Appendix A: Current Land Use and Infrastructure Map.

Economy

Household Income:

Total Household Income for Stockton Town was roughly $6,017,886 in US Dollars in the year 1999. Based on the fact the commercial base of Stockton Town is minimal, the vast majority of this income is spent in other jurisdictions. This leakage costs Stockton Town thousands if not hundreds of thousands of dollars in sales tax revenue every year.
The Median Per Capita Income in Stockton Town is $40,938 compared with $45,773 for Tooele County and $45,230 for the State of Utah. Income for the 147 total households counted by the 2000 census is broken down as follows:

<table>
<thead>
<tr>
<th>Income in 1999</th>
<th>Total</th>
<th>%</th>
</tr>
</thead>
<tbody>
<tr>
<td>&gt;$10,000</td>
<td>8</td>
<td>5.4%</td>
</tr>
<tr>
<td>$10K to $15K</td>
<td>15</td>
<td>10.2%</td>
</tr>
<tr>
<td>$15K to $25K</td>
<td>18</td>
<td>12.2%</td>
</tr>
<tr>
<td>$25K to $35K</td>
<td>22</td>
<td>15%</td>
</tr>
<tr>
<td>$35K to $50K</td>
<td>38</td>
<td>25.9%</td>
</tr>
<tr>
<td>$50K to $75K</td>
<td>24</td>
<td>16.3%</td>
</tr>
<tr>
<td>$75K to $100K</td>
<td>12</td>
<td>8.2%</td>
</tr>
<tr>
<td>$100K to $150K</td>
<td>9</td>
<td>6.1%</td>
</tr>
<tr>
<td>$150K to $200K</td>
<td>0</td>
<td>0%</td>
</tr>
<tr>
<td>$200K or More</td>
<td>1</td>
<td>0.7%</td>
</tr>
</tbody>
</table>

Of these 147 households, 7 households or 7.2% of the total fall below the poverty line.

Unless Economic Development is undertaken, Stockton Town will continue to lose tax revenue that could be used to the towns benefit in any number of ways.

**Workforce:**

The labor force in Stockton consists of roughly 208 people, or 65% of the population 16 years and older. Additionally, 50.6% of women are engaged in the labor force such that 50% of the children under 6 years and 67.5% of children 6 to 17 have two working parents. The trend in Utah is that as time goes by more and more families will need to be supported by two “breadwinners” since wages have not kept up with the rising cost of living.

Stockton’s Unemployment Rate is 2.4%.

The labor force will continue to grow with population growth and population maturity, however, since there are very few jobs in Stockton and little foreseeable job growth, these workers will continue to be forced to commute to other locations to work, thereby increasing transportation needs and tax “leakage”.

**Employment**

The average worker in Tooele County is more likely to be engaged in Agriculture, Mining or Government Service than the average worker in the Wasatch Front MCD.

Employment, as broken down by major industry, in Tooele County is made up of 2.83% Agricultural, 0.46% Mining, 4.66% Construction, 10.18% Manufacturing, 8.93% TCPU (transportation, communication, and public utility payroll employment), 13.38% Trade, 2.28% FIRE (finance, insurance, and real estate payroll employment), 13.43% Services, 23.10% Government, and 20.73% Self Proprietorship.

The Location Quotient, a measure of relative shares of certain industries in the Wasatch Front MCD, for Tooele County indicates a specialization in Agriculture, Mining, and Government, a relative lack of Manufacturing, and self proprietorship, and a significant lack of TCPU, Trade, FIRE, and Service related industries.
The Hatchman Index of .77, an index of similarity that measures how closely the employment distribution of Tooele County resembles that of the Wasatch Front MCD, indicates that the makeup of the Tooele County workforce is moderately dissimilar to that of the Wasatch Front MCD as a whole. However, in 1980 the Hatchman Index for Tooele County was .5016 and the projected Hatchman Index for 2020 is projected to be .8212, indicating that as time goes on Tooele County is becoming more and more similar to the heavily populated counties that Wasatch Front MCD is mostly made up of.

The average Annual Growth Rate from 1980 to 2002 in these specific industries, Agriculture, Mining, Construction, Manufacturing, TCPU, Trade, FIRE, Services, Government, and self proprietorship, indicate a move away from Mining and Government and significant growth, 4.5% or more, in industries such as Construction, TCPU, Services, and Self Proprietorship.

Community Finances

The Property Tax Base for the Town of Stockton is valued at $11,525,729 which, when assessed at a Tax Rate of 0.013023 yields $150,099.56 in property tax revenue to all of the taxing entities with jurisdiction in Stockton. The Tax Rate for the Town of Stockton is 0.002051 (Tax rate for 2001), which yielded $24,433.51 in property tax to Stockton. Additionally, in fiscal year 2001 $1,632.35 of prior year property taxes, $10,380.74 of fees in lieu, $32,685.03 in sales and use taxes and $11,942.52 in franchise taxes where collected. Other sources of revenue include $24,746.32 in licenses and permits, $48,167.95 in intergovernmental revenue, $14,338.44 in fines and forfeitures, and $17,155.86 in miscellaneous revenue for a total revenue of $185,483.12. The budget for FY2001 was $376,500, which even when taking into account $98,090 in previous excess funds, is a $92,926.88 budgetary shortfall.

Expenditures were also budgeted to be $376,500 in FY2001; actual expenditures amounted to $273,276.94, resulting in $10,296.16 in net revenue over expenditures.

There are no Special Taxing Districts in Stockton but the Stockton Water/Garbage Fund is treated as a separate entity in budgetary terms. This fund showed a $16,945.06 net revenue over expenditure.

As of July 1, 2002 the total debt for the Town of Stockton was $106,033. There were no bonds in effect as of that date.

In 2002 the Town Board approved a property tax increase that nearly doubled the municipal portion of the property tax rate (from 0.002051 to 0.003287) due to the realization that the budgetary shortfalls would continue based on the 2001 revenue streams and that it will take only one tough year to wipe out the $98,000 in excess funds that have accumulated over the years. It is clear that as the town grows and property tax revenue continues to fall short of budgetary needs, new revenue streams will have to be found in order to continue to provide the current levels of governmental service.

Economic Conditions

The most important economic factor to consider when evaluating the economic conditions in Stockton is the minimal amounts of commercial property and the almost nonexistent industrial sector. It is fair to say that the home occupation sector of the local economy is more significant than the traditional business sector.
Stockton Town’s commercial/industrial base consists of 5 formal businesses in the Commercially Zoned area and 17 home-based businesses. Most of these businesses are part of the service industry but very few of them are services that Stockton residents could or would use on a daily basis, most of them filling a specific limited need such as auto repair or construction.

Commercial conditions are such that the average family must go to another jurisdiction in order to shop for simple dry goods, weekly groceries, and even gas. The lack of commercial shopping opportunities negatively impacts quality of life and the tax revenue collected by the town.

**Land Use Analysis**

**Growth Areas**

Growth in the town of Stockton is constrained by three major factors. First is the fact that there are areas in town that due to natural conditions are not feasible to develop. Second is the Zoning that allows, except in the town center, for only agricultural and rural residential housing. Third, just as in all of Tooele County, the lack of water will constrain development.

The Natural Growth Areas are in the northeastern part of the city along Highway 36 and the southwestern part of the city west of Highway 36. The areas have the flat, accessible land that attracts developers. Much of the city east of current development is likely to be too highly sloped to be feasible for anything more than estate planning level development. The area directly south of the town core is located on flat, buildable ground but lacks the good access highly sought after by developers.

Current Zoning encourages rural growth west of main street and in the northwest portion of the town, city residential is encouraged in the center of town. Growth is nominally discouraged in the southeast corner and the western half of the town, however the agricultural zone allows for 5 acre lots, which allow a developer to subdivide into low density housing by right. This low density development is not likely to be cost effective for Stockton Town.

See Appendix A: Current Land Use and Infrastructure Map and Appendix B: Zoning Map.

**Current Land Use Regulations**

Zoning is regulated by the Stockton Development Code, which describes eight separate zones: an A-1 Agricultural Zone, an RR-1 Rural Residential Zone, an R-2 Residential Zone, an R-4 Multiple Residential Zone, an R-1-MHP Mobile Home Park, an R&C-1 Residential and Commercial (Mixed Use) Zone, a CC-1 Central Commercial Zone, and an I-1 Light Industrial Zone with each zone having unique area, frontage, setbacks, and use requirements and restrictions.

Although there is a 2 acre zone on the zoning map and that 2 acre zone preceded an approved subdivision, there is no 2 acre zone described in the Stockton Development Code. See Appendix B, Zoning Map.
Subdivisions are also regulated by the Stockton Development Code. In accordance with state law all divisions of land must be occur within the requirements of the subdivision ordinance and all divisions must be recorded on an approved plat. Although the development code requires certain minimum right of ways and ability to connect to a future sewer system, these requirements have traditionally been negotiated away or forgotten.

Stockton Town does require developers and development to pay its own way through impact fees assessed as a condition of subdivision approval or at the time of building permit issuance in the case of existing lots. Fees are collected for the following reasons at the time of this plan:
- Water Improvement
- Storm Drainage and Flood Management
- Streets and Transportation
- Parks and Recreation
- Public Safety fees for Police and Fire Service Improvement.

Annexation Law and Policy are governed by the Stockton Development Code and by Utah State Law. The annexation policy does not completely comply with state law. Annexation, as currently pursued by Stockton is reactionary in nature and underutilizes planning and the Planning Commission.

The current regulations concerning parking are very vague and any decision based on those regulations would be arbitrary and capricious in nature. Parking is and will continue to be a problem in Stockton.

A sign ordinance is being prepared by the town at the time of the formation of this plan so that the time, place, and manner of signs in Stockton Town may be regulated.

While the Stockton Development Code makes reference to uses that are conditional or allowed only by conditional use, there is no formal Conditional Use Permit or system in place to administer permitting.

Current Projects
There are no major projects inside Stockton Town beyond the build out of approved subdivisions. Any other projects currently proposed must include annexation of more territory.

Land Availability
The Town of Stockton consists of roughly 2 square miles of land. Except for 300 acres of property in the southwest portion of town owned by Stockton and parcels owned by Stockton Town for public utilities, government purposes and public use, the 900+ acres of land in town limits is in private ownership.
Land Capability

Much of the area east of the platted area of town consists of rolling hills that may present a problem to reasonable development due to high slopes. The Stockton Bar also may be unbuildable due to the gravel and sand content. A professional geotechnical study should be required on the Stockton Bar before any development is considered on the Stockton Bar. Land at the extreme southwest part of town, near Rush Lake, may be subject to flooding due to variations in the water level of Rush Lake. Also, there is a flash flooding possibility posed by natural drainage contours near Ninth Street and other areas due to the location of the town and the slopes upon which the town resides.

Natural and Cultural Environment

Topography

The Natural Environment of Stockton may be defined as a town nestled in the foothills of the Oquirrh Mountains between the Oquirrh Range and South Mountain/Stockton Bar. The town does have many of the aforementioned foothills very near the main street. The eastern half of the town does slope toward the Wasatch Range. The southwestern portion of the town slopes toward Rush Lake and the northwestern portion is situated between the Stockton Bar, which juts into the geographical center of the town, and South Mountain, which separates Rush Valley from Tooele Valley.

Geology

As part of a former lakebed, Stockton has a great deal of loose aggregate that defines the soil surface, especially near the Stockton Bar which was created by wave action and consists of some of the best sand and gravel deposits to be found in Utah.

Hydrology

The quality of subsurface water is unknown, but of minimal importance since every residential structure must connect to the town water system. Stockton Town draws its water from soldier canyon southeast of town where the quality of water is excellent.

As Stockton sits between a lake and a mountain range, drainage is a very important factor in land use and building due to health, safety, welfare and quality of life issues. According to Flood Insurance Rate Maps of Stockton, an area running very close to and parallel to Ninth Street on the east side of town, running west toward rush lake, is a “Flood Zone A” area which is defined as 100 year flood areas with hazard factors not determined. The entire platted area of town east of Hwy 36 is built on relatively steep slopes downgrade from foothills and the mountain range, therefore the entire town could be subject to flooding occurring from natural drainage. This drainage has been inadequately provided for in the past.

Additionally, as more housing, roadways, driveways, and other impervious surfaces are built, urban runoff occurring as a result of the increasing inability of water to penetrate the surface becomes a more and more serious problem. There is little storm water drainage infrastructure in Stockton.

Air Quality
There are officially no known air quality concerns in Stockton, however the Chemical Incinerator at Tooele Army Depot’s South Area located 8 miles south of Stockton and other hazardous waste industries located in Tooele County do warrant mention as potential contaminators with possibly disastrous proportions.

Residents, however, have air quality concerns that include smells due to prevailing winds off of the landfill and Rush Lake. Airborne particulates resulting from gravel pit operations are also a concern.

Land Pollution

There are two known, major land pollution problems in the Stockton area, both of which are on the National Priorities List (NPL) which is a published list of hazardous waste sites in the country that are eligible for extensive, long-term cleanup under the Superfund program. The first is the Tooele Army Depot Site which is located at least 8 miles away and therefore a lesser concern. The second is the Jacobs Smelter Site, a superfund site located in the northeastern portion of the city.

The Jacobs Smelter site has been polluted by mine tailings and smelting wastes that were a product of the mining background of the Stockton area. The specific pollutants include high levels of lead and arsenic that pose a health risk, especially to children. In the spring of 1999 the EPA Emergency Response Branch cleaned up the 29 most heavily contaminated residential properties and that fall Union Pacific cleaned the rail corridor that runs through town. In the year 2000 the Utah Department of environmental Quality cleaned up an additional 130 residential properties and some dirt alleys and roads. EPA and UDEQ plan to produce a record of Decision on the site in the year 2002 that will detail the final phase of the clean up.

Recreation

The only formal recreation area within Stockton is the “Ball Park”, a recreation area that includes a baseball diamond, kiddie park, etc. The area around Stockton town includes many recreation opportunities including hiking, mountain biking, horse riding, Off Road Vehicle opportunities and the like. Tooele County also owns and operates the “Deseret Peak Complex”, a multiple use recreation facility that continues to grow. Tooele County is currently developing a Recreation and Trails plan to promote reasonable and environmentally sensitive recreational area and trail growth/development.

Historic, Archeological, or Architecturally Significant Structures or Sites

There are two sites of an important historical nature in Stockton, the Old town Jail and the Old School, which now serves as Stockton City Hall. The Old Town Jail is a registered historical site.

ASSUMPTIONS CONCERNING THE FUTURE

1. Water availability is and will continue to be a constraining factor to growth both because of the maximized water system and climatic conditions.
2. Stockton Roads are currently too small and too narrow; most the roads in Town are in need of repair.
3. Population could grow to as many as 3,000 people based on current land area and zoning.
4. Growth will necessitate building a sewer system since current lots are not large enough to properly build a septic system.
5. Lack of sewer system will continue to impede Industrial and commercial development.
6. Stockton's ability to provide services and Service connections will limit growth, careful planning of these services can help to ensure that growth is orderly and efficient.
7. Unless economic development becomes a priority, tax revenue will continue to decrease due to a lack of commercial and industrial activity.
8. Loss of revenue due to lack of industrial, property, and sales tax revenue will cause ever increasing property tax rates since residential tax revenue is insufficient to meet the costs involved with providing governmental services to residential properties.
9. Cost involved in Public Services will increase as we grow especially if that growth is sprawling in nature.
10. Wildlife Habitat and natural resources will be a constraining factor for future growth.
11. Annexation is a double edged sword that can be both beneficial and costly, annexation therefore should be considered primarily a planning decision.
12. Stockton, along with every other town, city, state and nation is part of a global economy and will need to be proactive in securing economic development for both the town and the surrounding municipalities.
13. Rush Lake is unpredictable in nature and therefore it is unwise to count on it for tourism or water supply.
14. Elevated traffic usage on Highway 36 through town will hinder efforts to create a viable town center.

CURRENT AND EMERGING ISSUES, GENERAL GOALS, AND POLICIES

GROWTH MANAGEMENT

ISSUE: Growth
A vibrant community must, at the same time, grow and manage growth effectively. That growth must be balanced between the residential, commercial, and industrial sectors.

1. Goal: Create and sustain an effective “town center”.

Policies:
1. Develop strong growth management tools such as adequate public facility standards, land use master plans, and improvement timeline that favor infill development while discouraging sprawl and “leap frog” forms of development.

2. Encourage Commercial development and redevelopment in order to create a strong commercial anchor downtown.

3. Create higher density zoning districts in the town center to encourage population to support commercial growth.

4. Create new zoning districts that allow for live-work units in the town center area so that small business may flourish in a more cost effective environment.

5. Create a town center overlay zone that allows for creativity in design by encouraging mixed uses and higher densities.

6. Encourage and favor infill and redevelopment over the development of “virgin” land through tax incentives, development agreements, and tax increment financing that results in the sharing of infrastructure costs.

7. Consider the creation of an Economic Development Agency and/or a Redevelopment Agency through the Utah Neighborhood Development Act to encourage economic development in appropriate areas.

8. Explore options and create partnerships with Tooele County to create a main street bypass route for highway 36 such that main street speeds may be kept relatively low and street widths relatively narrow in order to promote a vital downtown area.

2. Goal: Growth should only occur in areas that; are appropriate for growth, possess the necessary infrastructure, and that Stockton has the ability to provide services too.

   Policies:
   1. Adopt adequate public facility standards such that infrastructure and capacity must exist prior to approval.

   2. Master plan land uses such that growth occurs only in the appropriate areas and at the appropriate levels.

   3. Although within the boundaries of the Town of Stockton lay natural resources for the production of gravel, asphalt and cement products, the excavation and production of gravel, asphalt and cement products is specifically prohibited within the boundaries of the Town of Stockton due to the negative impacts on
noise, air quality, odor and aesthetics. As extraction and production
technology advance, perhaps most, if not all, negative impacts of gravel,
asphalt, and cement operations will make these industries desirable within
the Town of Stockton.

4. Adopt policies and attitudes such that application for growth in inappropriate
areas or at inappropriate levels, in other words growth not in accordance with
the general plan, is denied as a matter of course. Adopt a Land Use Master
Plan that indicates those areas appropriate for growth and the extent to which
growth is appropriate.

5. Master Plan facilities and infrastructure such that growth must change to fit
the plan rather than the plan change to fit growth. Growth should follow and
be subordinate to infrastructure; any other relationship between growth and
infrastructure is doomed to failure. Create this Infrastructure and Capital
Improvements Master Plan as an integral part of the General Plan so that
violation of the master plan is violation of the Stockton General Plan.

6. Adopt policies and attitudes such that the failure to meet the requirements of
the master plan by a developer is cause for and results in denial of the
application.

7. Use annexation policy as a growth management tool, annex only those areas
that can be adequately served or are necessary for resource protection.

ISSUE: Density

Density is the most important factor in developing efficient, community oriented
places. Too little density creates financial and social problems while extremely high
densities may also create problems. In a town such as Stockton, placed in a rural setting
but platted to be relatively dense, an efficient and socially responsible density balance
must be created.


   Policies:
   1. Encourage infill development by providing infrastructure and reduced impact
      fees based on the lower costs of providing services to these areas.

   2. Create a Redevelopment Agency that, through tax increment financing, may
      declare areas unfit for human habitation blighted and may, through the
      condemnation powers, redevelop these areas or sell these areas to developers.

   3. Configure Infrastructure and Capital Improvement Master Plan timelines such
      that the first improvements occur in the center and northern portions of town
      where growth is to be encouraged.
4. Rezone the growth areas at higher densities.

5. Rezone no growth and low growth areas to very low densities.

2. **Goal: Discourage growth in undeveloped areas of town.**

   **Policies:**
   1. Require infrastructure to be in place prior to development in accordance with the timetables set out in the Infrastructure and Capital Improvements Master Plan.
   
   2. Require residents in outlying areas to pay higher service rates based on higher costs of delivering service, in other words make the users pay the full costs of services delivered.
   
   3. Master plan land uses such that growth occurs only in the appropriate areas and at the appropriate levels.
   
   4. Through overlay zones and policy, establish areas with steep slopes and flood danger that are not suitable for building under any circumstance due to health safety and public welfare.
   
   5. Due to the greater costs involved with serving areas on the periphery, prorate impact fees so that they reflect these greater costs.

**ISSUE: Housing**

There is no issue of greater importance than that of adequately housing the residents of Stockton Town. This means more than merely having the housing stock available; it must also be of high quality and affordable.

According to the Utah Municipal Code UCA 10-9-307, "each municipal legislative body shall, as part of its general plan, adopt a plan for moderate income housing within that municipality".

1. **Goal: Adequate housing opportunities for persons of all age, creed, race and income levels.**

   **Policies:**
   1. Amend the Stockton Development codes to allow for and promote a diversification of the housing stock.
   
   2. Amend the Stockton Development Code to allow for mixed use developments that include a variety of housing choices.
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Murray, Utah Master Plan
South Salt Lake City, Utah Master Plan
Utah League of Cities and Town Guidebook
Tooele County General Plan
Tooele County Zoning Ordinance
Tooele County Code
Tooele County Recorders Office
Tooele County Assessors Office
Wasatch Front Regional Council
State of Utah, Governors Office of Planning and Budget
Utah Chapter-American Planning Association
Utah Department of Community and Economic Development
United States Census
ISSUE: Recreation

1. Goal: Increase and manage the recreational opportunities both within the Town of Stockton and in the vicinity of Stockton.

   Policies:
   1. Require developers to set aside 10% of total land area for recreational use, open space or institutional uses with significant quantities of open space.
   2. Explore funding options and set aside money in the budget to purchase properties that are desirable as open space or recreational areas and especially those properties around the ballpark.
   3. Work with Tooele County to create a recreation and trails plan that crosses jurisdictional boundaries such that a coherent system of recreational areas and trails are created.

IMPLEMENTATION

The implementation of this general plan is largely contained in the policies inherent within every goal and many of these goals and policies are long term in nature. However in order to “hit the ground running” so to speak with this plan the following items must be accomplished within the first few months of plan adoption.

Ordinances
   The zoning ordinance must be rewritten on a temporary basis so that zoning used in practice is codified. The zoning ordinance must be officially adopted so that questions as to its validity are quelled.
   Ordinances concerning conditional use permits, parking, signs and any other unofficial practices must be adopted in short order.
   An ordinance making compliance with the general plan mandatory or at least considered should be adopted to protect the town and prevent this plan from becoming irrelevant in practice.
   Since other municipalities have lost million of dollars due to lawsuits concerning discriminatory practices in the areas of fair housing, moderate income housing, and group homes, constitutionally correct and legal ordinances concerning these areas must be put into effect immediately.

Infrastructure Master Plan
   Since growth management is in large part dependent on the Infrastructure Master Plan and because the Infrastructure Master Plan is a critically important to the orderly development of infrastructure, the Infrastructure Master Plan should be in place and the general plan amended to include it within three months.
Within these developments open space should adjoin other open space and development should adjoin other development such that the overall affect is one of clustering.

4. Continue the open space acquisition and development program for the Town for a range of recreation activities; (rodeo grounds, horse and OHV trails, expansion of ball park facilities, sports of all kinds, swimming pool).

5. Develop a community trail system for pedestrians and non-motorized vehicles, with connection to regional trails.

2. **Goal:** Encourage private conservation easements as a preservation tool.

**Policies:**

1. Create an ordinance that allows for and regulates conservation easements.

2. Inform the public, landowners, and developers of the benefits of creating conservation easements such as:
   - reduced property tax value
   - federal income tax benefits
   - creation of open land scenic vistas in perpetuity
   - in conjunction with the cluster/conservation subdivision ordinance, developers may have the ability to maximize development potential.
   - landowners have the ability to leave their children land while minimizing tax penalties.

3. Create a town Transfer of Development Right program, including regulations, benefits, and preservation goals, whereby conservation easements are placed on the "traded parcels".

3. **Goal:** Preserve open space and scenic vistas in the vicinity of Stockton.

**Policies:**

1. Create partnerships with Tooele County that will ensure that all development within the current annexation plan area and within reasonable future annexation area must approach Stockton and gain annexation prior to approval.

2. Create partnerships with Tooele County to Transfer Development Rights into the town from the surrounding areas, thereby protecting open space and scenic areas outside of the town’s jurisdiction.

3. Consider the annexation and down zoning of scenic areas and open space surrounding Stockton Town.
6. Allow and encourage the Transfer of Development Rights, a process that allows the development rights to be severed from one piece of ground and "transferred" to another, resulting in a conservation easement on the first or sending parcel and additional development potential on the second or receiving parcel.

2. **Goal: Protect critical wildlife habitat.**

   **Policies:**
   1. Designate critical wildlife habitat.
   2. Allow and encourage conservation subdivisions.
   3. Allow for and encourage the Transfer of Development Rights.

3. **Goal: Protect plant life that is rare, protects slopes from erosion or contributes to wildlife maintenance.**

   **Policies:**
   1. Designate plant life that is rare, areas with slopes that require vegetation to protect them from erosion and vegetation crucial to the maintenance of wildlife.
   2. Allow and encourage conservation subdivisions.
   3. Allow for and encourage the Transfer of Development Rights.

**ISSUE: Open Spaces and Vistas**

The scenic vistas and wide open spaces that are characteristic of Stockton's way of life and a basic property right, are threatened by the Sprawl and Scattered Growth that occurs as a result of the very desirability of this way of life.

1. **Goal: Preserve open space and scenic vistas within Stockton Town.**

   **Policies:**
   1. Create a very low density Agriculture or Multiple Use zone to be used as an open space preservation zone.
   2. Create a cluster/conservation subdivision ordinance that allows for and regulates the clustering of houses on lots with less than the area required by the zoning ordinance so long as the overall density is consistent with the density required by the applicable zoning district.
   3. Require that 10% of the total land area within a development be dedicated to recreational open space through a cluster/conservation subdivision procedure.
6. Consider annexation of the watershed area so that the town could directly control land uses in the watershed area.

7. Establish watershed planning guidelines based on soil and water characteristics of the watershed areas in Soldier Canyon and Rush Lake areas.

8. Enact ordinances that regulate activities that may alter natural water flow with a stringent permitting process that includes review by a licensed engineer.

9. Permit site preparation only after plan approval, survey notification, form measurement, and review of intended landscaping work.

ISSUE: Natural Environment

The mountains are geological artifacts, and the many forms of animal and plant life that live within them, are fragile, indispensable and irreplaceable natural resources with which this Town has been endowed.

1. **Goal: Protect and conserve geologically important land forms.**

   Policies:

   1. Designate all unique natural features within the town such as Tab Hill and the sand & gravel bars as part of a resource protection plan.

   2. Direct development toward appropriate designated growth areas and away from fragile portions of the environment. Specifically, protect the plateau areas on the east side of town and the Stockton Bar.

   3. Create and designate overlay zones that protect slopes and important conservation areas.

   4. Require environmental impact studies for decisions on all major land use activities.

   5. Allow and encourage conservation subdivisions or “clustering” in order to promote open space and preserve environmentally or socially important features/areas.
Policies:
1. Require all new development to build sidewalk, park strip, curb, and gutter to a city road cross-section standard.

2. Retrofit existing roads with sidewalk, park strip, curb and gutter.

RESOURCES AND THE NATURAL ENVIRONMENT

ISSUE: Water Resources
The mountains, aquifers, and watercourses of our natural environment are essential to an adequate supply of surface and underground water; to hydrological stability and control of flooding and erosion; to the recharging and purification of ground water.


Policies:
1. Designate vital water resource areas as part of a resource protection plan.

2. Petition Tooele County to create wellhead protection overlay zones through the county zoning ordinance.

3. Create partnerships with Tooele County that will ensure that all development within the current annexation plan area and within reasonable future annexation area must approach Stockton and gain annexation prior to approval.

4. Through purchase of land and agreements with land owners, create an area where Off Highway Vehicles, horses, and dogs in Soldier Canyon are restricted from the intake area and any spring areas developed by Stockton for a 1000 foot radius, thereby protecting the watershed, controlling erosion, camping refuse, illegal dumping, etc. Through those purchases and agreements, physically exclude detrimental uses by fencing those critical areas and encouraging Tooele County to patrol and enforce current regulations.

5. Work with Tooele County to create a recreation and trails plan that would allow the use of existing trails and recreation areas in Soldier Canyon, but would not allow new trails and recreation areas to be created.
2. Explore options and create partnerships with Tooele County to create a main street bypass route for highway 36 such that highway level traffic appropriate to intrastate and interstate commerce may be separated from the local and commercial traffic levels appropriate for main street.

3. When possible and where appropriate, maximize connectivity with surrounding land uses and transportation systems.

**ISSUE: Public Infrastructure**

The aged look and feel town buildings and streets, along with the lack infrastructure to support some basic city level services, does not befit Stockton's high quality of life and citizenry.

1. **Goal:** Create, expand, renovate and maintain public infrastructure such that it promotes civic pride and involvement.

   **Policies:**
   1. Advertise Stockton by placing "Welcome to Stockton" or similar monuments and symbols on the northern and southern approaches to town. These monuments may include the town motto, creed, mission statement, etc.
   2. Renovate or rebuild town hall such that it becomes a symbol of pride and progress to the citizenry.
   3. Establish the town hall building, the old jail, the town plaza and other appropriate buildings/places on the state historical registry and renovate them such that they may become examples of historical pride.
   4. Improve and maintain the town plaza, monument, and the ballpark so that they may be used as gathering places and may function to enhance community interaction.
   5. Expand the ballpark specifically, obtain land to expand the park area and the recreational opportunities the ballpark provides.

2. **Goal:** Create Infrastructure necessary to deliver needed governmental services.

   **Policies:**
   1. Build or acquire an adequate facility to deliver Animal Control Services and house animals as necessary.

3. **Goal:** Every street to have sidewalk, park strip, curb, and gutter.
4. Build the sewer facilities at a greater capacity than current needs such that impact fees charged to developers can assist in the retiring of the debt.

ISSUE: Transportation
Transportation related infrastructure is inadequate to meet the needs of both residential and economic growth and development.

1. Goal: Overhaul and expand the road network in an orderly, efficient, and timely manner.

Policies:
1. Create an Infrastructure Plan that designates road classifications such that the importance and usefulness of each road will be the basis for improvements and expansion. Specify required right of way widths for each road classification such that the standards continue to be consistent.

2. Through the Infrastructure Plan designate future routes such that future development of the road network is orderly and efficient.

3. Design road network such that connectivity is the most important factor, stay away from creating "super roads".

4. Create and maintain partnerships with UDGT and Tooele County to ensure that road expansion in Stockton conforms with local plans.

5. Developers will "pay their way" for development related expansion of the road network by building new roads at the developers cost and through impact fees for necessary improvements to existing facilities.

6. By requiring fiscal/service impact analysis on all proposed development, Stockton will ensure that impact fees are adequate to fund necessary transportation network upgrades and repairs.

7. Repair and expand road network based on the infrastructure plan.

2. Goal: Expand the ways and means of connectivity with the region and the nation.

Policies:
1. Create partnerships with Tooele County and the other municipalities to plan for and create expanded transportation networks that allow everyone to access regional and national markets.
annexation area must approach Stockton and gain annexation prior to approval.

3. Require permits, with fees to be set by the Town Council by policy or resolution, for any activity that may alter natural water flow, thereby maintaining ordinances proscribed for floodplain activity.

4. Petition Tooele County to create wellhead protection overlay zones through the county zoning ordinance.

5. Work with Tooele County to create a recreation and trails plan that would allow the use of existing trails and recreation areas in Soldier Canyon, but would not allow new trails and recreation areas to be created.

6. Through purchase of land and agreements with land owners, create an area where Off Highway Vehicles, horses, and dogs in Soldier Canyon are restricted from the intake area and any spring areas developed by Stockton for a 1000 foot radius, thereby protecting the watershed, controlling erosion, camping refuse, illegal dumping, etc. Through those purchases and agreements, physically exclude detrimental uses by fencing those critical areas and encouraging Tooele County to patrol and enforce current regulations.

7. Consider annexation of the watershed area so that the town could directly control land uses in the watershed area.

**ISSUE: Public Sewer System**

Many existing lots do not have enough area to allow for a septic system. Current Zoning allows the creation of new lots that would not allow for septic systems. Efficient future growth and Economic Development will require the construction of a sewer system.

1. **Goal:** Create a Stockton sewer system in a cost effective manner.

**Policies:**

1. Launch a public awareness campaign to inform the public of the need for a sewer system in order to create public support.

2. Explore external and alternative sources of funding such as Community Development Block Grants and other federal sources, funding from DEQ and other state sources, developers who may be willing to build or fund such a project so long as the development is within the context of this general plan, private beneficiaries, and other sources.

3. Explore the possibility of bonding and other forms of borrowing along with the means of retiring such debt.
1. Developers will continue to be required to “pay their way” by paying impact fees.

2. By requiring fiscal/service impact analysis on all proposed development, Stockton will ensure that impact fees are adequate to fund necessary water projects.

3. Stockton Town will create an infrastructure improvement plan that will include both capital improvements and means of delivery. Timelines for improvements will be the basis for all improvement projects.

4. Proposed projects will be evaluated for compatibility with the infrastructure master plan and they may be denied or tabled based on incompatibility or untimely ness.

5. Stockton will build necessary water related facilities, for approved and existing development only, in a timely manner with funding from the impact fees, grants, and through bonding or borrowing if necessary.

6. Developments for which adequate water and/or water infrastructure is not available will not be approved until such time that adequate water and improvements exist.

2. **Goal: Acquire additional water resources to allow for expansion of the town water system.**

   Policies:
   1. Require developers to dedicate water rights to the town as a requirement of development.

   2. Acquire funds to develop springs currently owned by the Town.

3. **Goal: Manage efficiently and protect all water resources in the town and surrounding area.**

   Policies:
   1. Require all development to access the town water system for all culinary water as a condition of approval.

   2. Create partnerships with Tooele County that will ensure that all development within the current annexation plan area and within reasonable future
2. Development that cannot be supported given the current capacity of capital facilities will not be approved, as capital facilities are improved according to the Infrastructure and Capital Improvement Master Plan then development may be reconsidered so long as adequate capacity is available.

4. **Goal:** Development should pay its own way.

**Policies:**

1. Revise the Impact Fee Ordinance such that it is in accordance with Utah Code, Title 11, Ch. 36. Use impact fees to regain the developer's fair portion of the costs involved with the building of the capital improvements necessary to support the development.

2. Revise the Subdivision Ordinance to include an Exactions Doctrine that specifies the improvements the developer must build as part of the approval process. These exactions should include at least streets, curb, gutter, park strip, water lines, sewage lines, storm water retention basins, and park space, open space or institutional space for larger developments among others.

3. Use written Development Agreements, signed by all parties, to function as a record of exactly what each party has agreed to, to be used as evidence in case one party breaks the agreement.

5. **Goal:** People who choose to live on the fringes shall pay the extra costs involved with providing services.

   1. An inverted rate structure for water and sewage services should be adopted based on the higher marginal costs involved with providing services to users who choose to live farther away from the capital facilities.

   2. Evaluate other government services in terms of increased marginal costs involved with delivering services to fringe users and the feasibility of making these users pay for the difference through rates or other means.

**ISSUE: Water Availability**

Water availability is and will continue to be a constraining factor to growth both because of the maximized water system and climatic conditions.

1. **Goal:** Overhaul and Expand Town Water Infrastructure in an orderly, efficient, and cost effective manner.

   **Policies:**
ISSUE: Costs Involved in providing Adequate Services.

Sprawl and other forms of scattered development cost the town and its citizens more money per unit to deliver services too and, unless developers pay for all of the impacts of new development on the town, current residents subsidize future residents.

1. Goal: Master plan infrastructure and capital improvements through an Infrastructure and Capital Improvement Master Plan.

   Policies:
   1. Create an Infrastructure and Capital Improvements Master Plan.
      - indicate the locations of current and future infrastructure and the timing of improvements.
      - address current capital infrastructure, future improvements and the timing thereof.
      - Infrastructure and Capital Improvement Master Plan is an integral part of the Stockton General Plan and must be amended as part of and by the same procedures and burden of proof as the General Plan.

2. Goal: Infrastructure and Capital Improvement Master Plan is the basis for land use decisions in Stockton Town. Use infrastructure to guide development.

   Policies:
   1. Development proposed in accordance with the Infrastructure and Capital Improvement Master Plan will pay its own way through impact fees.

   2. Development proposed within the guidelines of the Infrastructure and Capital Improvement Master Plan but prior to the timing of improvements as detailed by that plan shall build to town standards all of necessary improvements in accordance with the locations and at the scale detailed in the Infrastructure and Capital Improvement Master Plan. Improvements shall be built to meet Stockton’s planned requirements irregardless of the needs of the individual developer.

   3. Development proposed in areas not planned for development and therefore not covered by the infrastructure plan will be approved only by changing the general plan and with the developer taking financial responsibility for all costs involved with necessary capital and infrastructure improvements.

3. Goal: Development approval is contingent upon the adequacy of Public Facilities and Services.

   Policies:
   1. Subdivision and development approval are contingent upon the adequacy of the existing infrastructure.
those properties taxed at the maximum value and with relatively low service demands compared to revenue, have and will continue to produce the revenue needed to balance municipal budgets. Stockton Town has very little commercial and industrial property and therefore its citizens must either pay higher taxes or suffer lower service levels and quality.

1. **Goal:** Increase tax revenue without increasing tax rates.

**Policies:**

1. Increase the number of commercial and industrial establishments within Stockton through a vigorous program of economic development.

2. Since the revenue/cost ratio (tax revenue divided by costs involved with providing services) for residential property becomes nearer to 1 as density increases, development at a relatively high density should be encouraged and development at a relatively low density should be discouraged through zoning and other applicable means.

**ISSUE: Loss of Tax Revenue**

A lack of reasonable commercial shopping opportunities within Stockton has resulted in the loss of millions of dollars in sales tax revenue over the years to other cities and the county where these opportunities are available.

When a community’s workforce is required to leave the community in order to find employment a sales tax leakage occurs since monies spent on food, gas and other daytime expenditures are spent in other jurisdictions.

1. **Goal:** Increase the commercial and industrial activities in Stockton such that the tax base is increased and quality jobs are created.

**Policies:**

1. A revitalized downtown should include the necessary shopping opportunities to support the weekly needs of Stockton’s inhabitants. Appropriate areas for these kinds of land uses should be identified and rezoned accordingly.

2. Jobs available within Stockton should equal the number of workers. A vigorous economic development program must be the driving force in job creation in both the commercial and industrial sectors.

3. As more jobs are created within Stockton, supporting commercial establishments should be encouraged to both to serve the day workers and provide a thriving downtown atmosphere.

**INFRASTRUCTURE**
Policies:
1. Conduct a periodic survey of the community to determine the potential need for economic development.

2. In those areas where economic development is the appropriate action, form an Economic Development Agency or EDA in accordance with the Utah Neighborhood Development Act.

3. Through the EDA, attract businesses to locate in Stockton by offering to build or pay for a portion of the infrastructure costs, paid for through tax increment financing.

4. Form partnerships with the Utah Department of Community and Economic Development, the Utah Division of Business and Economic Development, and the Economic Development Corporation of Utah. Use these entities to discover businesses searching for locations and present Stockton as a viable candidate for location. These entities may be valuable in locating portions of the funding necessary to attract business.

2. Goal: Redevelop those areas in Stockton that diminish the economic stability, the sense of community, or that may be described as slums or blighted.

Policies:
1. Conduct a periodic survey of the community to determine the potential need for redevelopment, the areas most appropriate for redevelopment, and the areas most in need.

2. In those areas where redevelopment is the appropriate action, form a Redevelopment Agency or RDA in accordance with the Utah Neighborhood Development Act.

3. Utilizing the Eminent Domain power for the purpose of eliminating blight, acquire those properties that are considered to be blighted, and either use them for a public purpose or sell them to responsible parties who will make good and beneficial use of the property.

4. Use Tax Increment Financing and/or development agreements to attract developers to these redeveloped sites, strenuously encourage and favor redevelopment and infill over other forms of growth and development.

ISSUE: Tax Base
Due to tax law that minimizes taxable value, the relatively high level of services demanded and the minimal revenue realized, residential development at any reasonable density cannot produce enough revenue to cover the costs associated with delivering a reasonable level of service. Taxes realized from commercial and industrial property,
2. Require the posting of house numbers, in contrasting colors such that they are easily identifiable from the street, on the front of the main building on every lot.

3. Establish an alternate route for vehicle travel when the train is blocking Silver Avenue.

4. In order to protect the streets of Stockton, the use and integrity of which is vital to public safety, determine weight limits for streets in Stockton and require heavy trucks to obtain a permit to travel roads whose limit they exceed.

3. Goal: Abate dangerous or non-maintained buildings, uses and hazards.

Policies
1. Create a strong non-conforming use ordinance that would;
   - allow for the maintenance, including restoration of damaged buildings, of non-conforming uses while discouraging additions, enlargements, or the moving of such uses,
   - retire non-conforming uses after a reasonable period of abandonment,
   - allow for the amortization of non-conforming uses within a reasonable period of time such that the initial investment may be recovered.

2. Enact a nuisance ordinance such that regulates noise, junk, junk cars, appearance, waste disposal, hazardous materials, air quality, and vibration among others.

3. Include in the nuisance ordinance procedures for enforcing and abating nuisances including responsibility for enforcement and penalties for non-compliance.

4. Utilize the abatement provisions in building codes to demolish dangerous buildings.

5. Assign a division of government the responsibility for ordinance and code enforcement to ensure it does not fall through the cracks. Ensure that the responsible division of government understands the importance and intent behind zoning, subdivision, nuisance and other town ordinances.

ECONOMY

ISSUE: Economic Development

1. Goal: Attract commercial and industrial businesses to locate in Stockton.
3. Obtain and create funding to assist the citizenry in maintaining the landscaping required by the landscaping and streetscape ordinances.

4. Require permitted and legal non-conforming junk yards to fence the entire property with view-obscuring materials that mitigate the unsightliness of such uses.

**ISSUE: Public Safety**

A safe environment for the citizens of the Town of Stockton is the single most important consideration in all activities undertaken by this community. While other issues, goals and policies in this general plan will further community safety, that safety itself must be addressed.

1. **Goal:** Create a community safety network such that citizens are the first line of defense in protecting life and property.

   **Policies**
   1. Encourage citizen participation in public safety through;
      - creation of neighborhood watch programs,
      - education programs that inform the public about the law, the actions that they may take to ensure safety, and the ways they may participate in protecting their community,
   2. Develop a ‘calling tree’, for public information in the event of community disaster.
   3. Train citizens in relation to Town ordinances and the rights and responsibilities of the citizenry relating to enforcement of such ordinances.
   4. Build viable communities based on socially functional neighborhoods rather than merely scattering building lots throughout the town such that a sense of community is created.
   5. Expand the volunteer fire department by recruiting members of the community to serve.
   6. Expand the volunteer police presence by recruiting members of the community to serve.

2. **Goal:** Improve the physical nature of Stockton such that emergency services and other safety related services may be delivered efficiently.

   **Policies**
   1. Post “street trees” that indicate the names of streets in Stockton.
4. Modify the regulations governing outbuildings such that they may only be placed in locations that obscure them from public view.

2. Goal: Streetscapes that are aesthetically appealing and walkable.

Policies:
1. Develop design standards for roads, curb, gutter, sidewalk, and park strips that encourage walkability, street trees, and other desirable elements.
2. Require all new development to build sidewalk, curb, and gutter to the city standard. Retrofit existing roads with sidewalk, curb, gutter and park strips.
3. Create an ordinance that regulates the design of streetscapes within the town.
4. Include within the streetscape design ordinance regulations that specify the location, type, and care of street trees. Specifics may include the planting of large leaf-bearing tree along designated streets such as on Connor Ave. and Silver Ave. at 15-20 foot intervals and the planting of leaf bearing softwood trees (ie. Cottonwoods, poplar, non-fruit bearing).
5. Create an ordinance that regulates off-street parking including required parking per use, ingress and egress standards, appearance standards; and landscaping requirements with an eye toward mitigating the heat islands that parking lots create. The off-street parking ordinance should address the suitability and desirability of parking garages.
6. Regulate the installation of utility lines (power, gas, cable, etc.) such that all new and upgraded utility lines are placed underground.
7. Enact an ordinance that requires landscaping on all developed property in the town while allowing for flexibility in the landscaping specifics to allow for non-traditional landscaping.


Policies:
1. Enact a nuisance ordinance such that junk, junk cars and other unappealing visual nuisances may be mitigated when the public purpose for mitigating such nuisances outweighs the property rights involved.
2. Include property maintenance standards within the nuisance ordinance, streetscape ordinance, and landscaping ordinance such that buildings may not be allowed to fall into disrepair and landscaping must be maintained.
3. Refine land use codes such that permitted uses and conditional uses are compatible with the intent of the zoning district.

4. Refine the zoning map such that objectionable uses are not located near residential or other fragile uses.

2. **Goal:** A conditional use ordinance that formalizes the conditional use permitting process so that the appropriateness of the proposed use in relation to the surrounding uses is the primary factor in granting/denying CUP applications.

**Policies:**
1. Generate a conditional use policy, required before an actual permit is granted.

**ISSUE: Community Appearance**

A visit Stockton Town should be a satisfying visual experience. If first impressions are lasting impressions...

1. **Goal:** A visually appealing built environment.

**Policies:**
1. Create a design review ordinance regulating the design and appearance of all residential, commercial, and industrial building in order to ensure design consistency with the character of the surrounding land uses and natural environment. Elements subject to review may include:
   - architectural compatibility including style, height, layout, etc.
   - visual compatibility of the materials used in construction.
   - maintenance requirements of materials used, encourage those material that require little maintenance.
   - colors and color combinations, encourage those colors and color combinations that compliment surrounding environment i.e. natural earth friendly tones.
   - landscaping and urban forestry.
   - site layout.
   - and accessory structures among others.

2. Regulate the installation of utility lines (power, gas, cable, etc.) such that all new and upgraded utility lines are placed underground.

3. Rewrite the Planned Unit Development Ordinance such that variety in housing design, style, color and type is required as part of the written development agreement. Require adherence in principle to the streetscape and landscaping ordinances such that consistency in design is required.
1. Clarify and strengthen the duties of the Planning Commission in terms of Annexation since it is they who are charged with planning for Stockton Town's future.
   - annexation policy shall be subject to Planning Commission review and recommendation.
   - annexation requests shall be subject to Planning Commission review and recommendation.

2. Since municipalities may enact stricter laws than those of the state, codify minimum requirements and standards that must be met in order to consider an annexation application. Proposals shall address the following:
   - adequacy of transportation infrastructure,
   - the ability of Stockton to provide urban services,
   - compliance with the General Plan and annexation policy,
   - tax revenue and costs involved with providing services,
   - adequacy of the water resources to be dedicated to Stockton, and
   - land capability and development plans for the next 10 years.

3. Public participation must be an essential part of the annexation process, both to protect the citizens of Stockton and to protect the landowners of the proposed annexation area. All aspects of the annexation process should be public and the public should be kept well informed and notified.

COMMUNITY

ISSUE: Community Values

The residents of Stockton value highly a clean, orderly, quiet, visually and culturally appealing community where citizens enjoy a high quality of life.

1. Goal: A clean, orderly, safe and appealing community.

   Policies:
   1. Enact a nuisance ordinance such that regulates noise, junk, junk cars, appearance, waste disposal, hazardous materials, air quality, odor, and vibration among others.

   2. Include in the nuisance ordinance procedures for enforcing and abating nuisances including responsibility for enforcement and penalties for non-compliance.
3. Amend the Stockton Development Code to allow for live-work units that boost the economy and allow for reasonably priced housing at one location for one reasonable price.

4. Make use of the Planned Unit Development concept and clustering to creatively provide for both housing choices and open spaces while still keeping the overall densities required by the zoning ordinance. Discourage PUD's that are of a 'cookie cutter' approach to housing development.

5. Amend the Stockton Development Code to allow for group homes in accordance with the Federal Fair Housing Act.

6. Zone for a variety of housing types and densities such that every preference and need can be accommodated within Stockton Town.

2. Goal: A housing supply that fully meets Stockton’s present and future need for Affordable and Moderate Income Housing.

1. Create Partnerships with governmental and nongovernmental organizations, such as HUD, Utah Housing Corporation, Utah Department of Community and Economic Development, Tooele County Housing Authority, Fannie May, and others dedicated to providing affordable housing through grants, mortgage assistance, down payment assistance, or any other means. These partnerships may also work toward rehabilitating currently uninhabitable housing stock.

2. Allow developers and market forces to participate in the creation of affordable housing by:
   - Amending the Stockton Development codes to allow for and promote a diversification of the housing stock.
   - Waiving building permit, impact and other fees for projects which increase housing affordability.
   - Amending the Stockton Development Code to allow for mixed use developments that include a variety of housing choices.
   - Allow for reasonably higher density zones (6-9 d/u per acre) in appropriate areas such that land acquisition costs may be born by a greater number of dwelling units thereby reducing the overall cost per unit.
   - Require all large scale developments and PUD's to build a percentage of every phase as affordable housing as defined by the State of Utah.


   Policies:
   1. Promote and demand walkability in all neighborhoods both old and new.
      - Require developers to build sidewalk, curb and gutter in new development and retrofit older areas with the same. Demand park strips that serve as a buffer between pedestrians and vehicles.