

COMPREHENSIVE PLAN

INTRODUCTION

This document is one element of the comprehensive plan. The plan, when finished, will consist of three major volumes. Volume One, or this document, is a background report that provides historic information and present land use characteristics. Volume Two will be a plan for future development. Volume Three will be a capital improvements program and implementation of the total plan.

The total comprehensive plan should be considered a general and flexible conceptual guide for the continued growth and development of Stockton. We sincerely hope that these documents will be beneficial to both city officials and residents as a catalog of past events and a road map of future progress.

January 2017

Approved September 12, 2017

Mayor David Johannes

Council Members: Mark Potter, Lisa Gibbs, Travis McElmury and Neil Hjelmeland

Clerk-Treasurer: Bethany Winchester

Public Works: Chad Larson

BACKGROUND REPORT

HISTORICAL BACKGROUND

Background or History of Stockton:

The City of Stockton can trace its beginning back to the year of 1852. That year, William Haddock and Arthur Murphy, explorer members of the Western Farm and Village Association of New York, were dispatched into the upper Mississippi River Region. Their purpose was to establish claim sites for rural settlement. By the time Haddock and Murphy reached La Crosse, Wisconsin, winter had already set in and the river had been frozen over. The two men set out on ice skates and headed up the river, but because the main channel was not clearly defined, they skated up "Straight Slough" thinking it was the Main Channel. They found Rollingstone Valley instead. Haddock and Murphy laid out a village plat, (the oldest in Southern Minnesota) and by May of that year settlers had moved into the Valley. They decided to call the new settlement Minnesota City.

During that Spring in 1853, Robert Pike Jr. laid out land plats for farm sites in the Valley above Minnesota City. Somehow in the confusion of moving, several people managed to stake out claims beyond the assumed plat. One of these people was Robert Taylor; he claimed land on the west side of the valley now called Stockton. For the next several years, ownership of Taylor's claim changed hands; finally, in 1854 it was sold to Mr. James B. Stockton. In 1855 Mr. Stockton, William Davidson and William Springer laid out the village plat. The same plat is still used as the official City plat for Stockton. (See Exhibit A for plat map.)

According to legend, it was decided to name the Village after James B. Stockton, because he was the wealthiest, most liked and owned the most land of all the original proprietors. The Village had 24 persons' file claims in the year 1855. A great deal of the new settlers was reported to have immigrated from Ireland, England and Germany. The formal organization of the Village did not take place until May 11, 1858 (the day Minnesota attained statehood), at which time the town officers were elected.

The first known structure to be built within the Village was a small 24 x 18-foot wood frame structure. This building was erected by pioneer H. A. Putman and his wife in 1855, it served as both residence and a general mercantile store. Sometime in 1856, J. B. Stockton built a hotel in the newly platted City. The Eagle Hotel was situated on Block 70, Lot 9 facing County Road 23. This served as a meeting place for the First Methodist Church of Stockton, with A. J. Nelson presiding pastor.

Stockton's first postmaster appeared on the scene in the year of 1856. The postmaster was William Dodge, and he was also the original proprietor of the Stockton Mill. By 1876 the post office had expanded to the point that two rural routes were needed. In early 2007 the post office closed its doors, with cluster mailboxes set up on City property. On December 6, 2015, the cluster mailboxes were hit by a vehicle, the Postmaster of Winona delegated the boxes to not be put back. That was when the mail was delivered City-wide by a motor route.

By the 1850's and early sixties, Stockton had become a junction for travelers heading West. A survey team set out from Minnesota City on foot to determine what was the best wagon route from the Mississippi river to Mankato. Shortly after the conclusion of the survey, construction on the railroad was begun and by December 9, 1862 the first operational railroad track in southern Minnesota was completed. This was the second railroad track in the state and ran from Winona to Stockton. The first train ran on December 9, 1862 and carried passengers from Winona to

Stockton. The next day, the train returned to Winona with wheat and other agricultural products. In fact, the whole Stockton area started supplying produce to the river communities and points south and east. Such products as sugar beets, honey, butter, fruit, poultry, cattle, cabbage and various grains were taken by rail to the Mississippi River waterway. The railroad changed hands several times through the years and no longer has a depot in Stockton. On April 30, 1955, the station facilities were retired and removed.

In the same general time frame, it was noted that Stockton had several other prosperous proprietary endeavors. Records cite the existence of a distillery, three mills (one lumber, two flour), general mercantile, grain elevator, stockyard, and a broom factory situated near a creamery. A cheese factory was built in 1868, but closed its doors a few years later. As of 2017 none of these businesses are in operation.

The Stockton Broom factory began in 1909; in 1912, a new structure was built along the tracks by Sixth Street and F Street. On March 5, 1925 a fire consumed a nearby creamery, and the Lewiston Fire Department saved the broom factory which was 40-feet away. The broom factory was auctioned off for removal on October 11, 1968.

In 1860 the City's Cemetery was platted on the North side of the City and was two acres in dimension. The Oakland Cemetery Association was formed on November 7, 1873, and gained more acreage on November 11, 1874. Another gain of land was deeded on February 2, 1889. The Association is still running today and has 12 members.

In later years, the Village sported a grain elevator, which stored and shipped 19,743 bushels of barley from the Stockton terminal in 1913. There were two physicians, Dr. S. B. Sheardown and Dr. T. B. Sheardown, a father and son.

Stockton also had two established newspapers; the "Goose Quill" was established by W. S. Bates in 1873, which was considered politically a liberal democrat. And "The Branch" which was established in 1874 by the same Mr. Bates, this paper was considered to be of the Republican persuasion. Currently, there is no newspapers being printed by Stockton.

The Stockton Mill, situated on Block 40, Lots 5 & 6 carried on its historical tradition until it was destroyed by fire in November 1988. On December 1974, the Mill was named to the National Registry and restarted its milling of grain in 1973. The Mill employed seven men and sold its ground flour throughout southeast Minnesota. They also produced pancake mix with local maple syrup.

One of the most successful commercial operations in Stockton was the old Crescent Creamery Association. The company was organized in the spring of 1898; a building was erected at this time too. Operations commenced on September 26, 1898 and that first year the creamery made less than 30,000 pounds of butter. By 1913 it was exceeding 200,000 pounds of butter, and paid out over \$46,000 to its patrons. The original creamery was built near the corner of Sixth and F Street, it was burned on March 5, 1925, the building was one story wooden structure. When the creamery was rebuilt, it was relocated to the other side of town on Sixth and C Street, Block 26 of the City plat. The creamery continued making wonderful butter and other dairy products until 1955 when it closed its doors for good. In 2012 the new owner of the Creamery building remodeled it into three apartments, where it stands today.

Although the recent history of Stockton seems not to be as colorful as it's past, the present City inhabitants should be proud of the City's heritage. Stockton played an important pioneering role in the development of Winona County, and for that matter, all of southeastern Minnesota.

A COMPREHENSIVE LAND USE NARRATIVE

TOPOGRAPHY:

Stockton is located in the East Central portion of Winona County. The region around Stockton was once a fairly level plateau that generally escaped glaciation of the last ice age.

The elevation within the City limits ranges from approximately 1100 feet above sea level, to a low of 740 at Garvin Brook, as it leaves the City to the North. The City is platted mostly in the valley flood plain of Garvin Brook.

HYDROLOGY:

The lack of glacial action allowed for the development of an extensive drainage pattern now known as the Garvin Brook Watershed district (see Exhibit B).

Garvin Brook, like many other local tributaries of the Mississippi, drains an area of many narrow ridge tops with steep side slopes and narrow valleys.

The incidence of flooding along Garvin Brook has decreased in recent years due to improved agricultural practices. In 1946, Garvin Brook sent water of 2-3 feet over Highway 14. Some property damage was sustained, and one gentleman lost a thumb attempting to raise the mill pond gates. July 21, 1991, another devastating flood damaged houses along Garvin Brook. And on August 18-19, 2007, the flood damaged and destroyed many homes and displaced numerous people. It was a total of 17-inches of rain in a 24-hour period that flooded low lying areas and pushed its way into our town. Some areas had 2-3-feet of mud outside of residences and 5 people lost their lives.

The underlying rock of the valley is quite porous which provides good sub surface water storage. It is common to find the water table under Stockton in a range level of 6-8 feet.

SOILS:

The soils in the City are classified into three landscape units. These units SSR, LLWL, and Class A are shown in Exhibit C.

“SSR” are the bluffs and slopes exceeding 35% in grade and are classified as steep, stony or rocky. Further, the North and East slopes have 2’-3’ soil cover whereas the South and West slopes have an average of only 1’ soil cover.

Soils in the Valley slopes and rolling bottomland downstream from where the two branches of Garvin Brook meet are classified as “LLWL”. Further, this soil

is a silt loam to a light, silty clay loam with approximately a 4' rooting zone and 4' substratum. This type of soil mix drains well.

Soils upstream along the two branches of Garvin brook, and along its bottom lands are classified as "A". This is a silt loam, loam mix with a 2'-4' rooting zone and a 4' silt loam, loam and sand substratum. This type of soil mix is well to poorly drained and is subject to flooding.

Of the total geomorphic area that comprises Stockton, SSR soils comprise 57% of the total soils mix, LLWL 20% and Class A 5%. The remaining soil mixtures comprise less than 5% of each of the total soil landscapes.

CLIMATE:

Stockton's climatic fluctuation is the typical continental pattern, with average annual precipitation of approximately 34 inches, 14" of which falls during summer. The average growing season for the Stockton area is from the middle of May to the middle of October. The area has been known to have a yearly temperature range of 60 degrees. During winter months, it is common to have an average of 90 days' snow cover with an average annual snowfall of 35 inches. It is thought that 48 degrees below zero is the coldest it has been since Stockton was founded.

NATIVE VEGETATION:

The first visitors to the Stockton area found an abundance of trees, other forest flora and prairie grasses. The trees most commonly found in the area are as listed: Elm, Oak, Ash, Cottonwood, Boxelder, Basswood, Soft maple, Willow, Hackberry and Black walnut. As the lumber industry grew into the upper Midwest, some of these native types began disappearing due to over cutting. Today, however, these specimens are returning and can be found in the heavily wood areas around the Stockton Valley.

NATIVE WILDLIFE:

Before the total encroachment of civilization, numerous types of animals thrived in the picturesque hillside region of Stockton Valley. Such native types as the prairie chicken, prairie wolf, fox, and native beaver were to be found in abundance throughout the valleys.

Presently some grouse, deer, skunk, fox, raccoon and implanted beaver inhabit the valley. It's not as though these species didn't frequent the area in the past, but today, these are the only animals that maintain population levels near civilization.

There is a designated Trout stream that runs throughout the City, some areas are for catch-and-release and other areas are for keeping the fish. There are brown trout and brook trout make their habitat along the creek beds.

TRANSPORTATION:

HIGHWAY:

Stockton is situated along U.S. Highway 14 which runs completely through the state from East to West. The Highway also serves as a major arterial connector between Winona and Rochester. Although U.S. Interstate 90 runs parallel to U.S. 14 between the two Cities, vehicular traffic on U.S. 14 is virtually flat or declining since 2004.

County Road 23, which intersects U.S. 14 at Stockton, connects Stockton to Minnesota City, a distance of approximately 7 miles. The County Road 23 road runs South from the City, but is less important as a vehicular conductor into the City.

CHART #1

Vehicles traveling On U.S. 14	4,950 to Winona through Stockton (2007) 4,100 to Winona through Stockton (2013) 4,450 to Rochester through Stockton (2007) 3,900 to Rochester through Stockton (2013)
Vehicles traveling On County #23	1,800 to Winona from Stockton (2007) 1,600 to Winona from Stockton (2013) 570 to Wyattville from Stockton (2007) 800 to Wyattville from Stockton (2013)

Traffic information collected by Winona County Highway Department from 2007 and 2013, surveys administered over a 24-hour period of time.

Stockton actually has about five and ½ miles of roadway within its corporate limits. A breakdown of roadway responsibility and surface type is given below:

CHART #2

OWNER	SURFACE TYPE	DISTANCE
State U.S. 14	Bituminous	10,600 ft
County #23	Bituminous	5,000 ft
City	Bituminous	26,396 ft
City	Gravel	322 ft.

Stockton workers have to rely on good road surfaces and good driving conditions in order to travel to and from work. As noted in the below chart, the auto plays an important role in transporting commuting workers.

Further, it demonstrates the fact that the giant share of traffic on Stockton area roads is transitory in nature.

CHART #3 - Means of Transportation to Work - 2010 Census data

Car, truck or van	455 people
Drove alone:	395
Carpooled:	60
By Bus:	6
Bicycle:	10
Walked:	41
Other Means:	3
Worked from Home:	51

One of the main routes into Winona from Stockton is over U.S. 14. This highway has a historical beginning. The following is an historical account provided by R. E. Miles in his publication, "A history of early railroad".

"Mr. Allen M. Davis and wife settled in Winona in the Spring of 1856 and settled on a farm about one and one-half miles south of Stockton, and he helped build the first wagon road over the "Big Ridge" between Stockton and Winona. During the winter months of 1862 he cut cord wood, a cord being 4 feet wide and 4 feet high and 8 feet long, and hauled the wood with a team of oxen to the brow of the bluff and chuted it to the bottom on a wooden chute he had constructed, where it was loaded on engine tenders. He received \$2.50 per cord for the wood delivered on the tender."

It is thought that this very same chute path is now U.S. 14, which leads to Winona through Gilmore Valley. Trunk Highway #7 was adopted on November 2, 1920, it was renamed US Highway 14 on May 13, 1982.

RAILROADS:

As previously discussed the Winona and St. Peter railroad ran through Stockton as it headed westward into the Dakotas. When the railroad changed hands, line usage increased until around the turn of the century (1900) as the passenger and freight frequency dropped. Finally, the depot was abandoned in April of 1955 and the once heavily used siding left to rust for lack of use. The station tracks were removed in May of 1938. Eventually both were removed leaving Stockton without railroad service. Although the Chicago and Northwestern railroad still maintains the old track and right of way, its use is now limited to unscheduled infrequent freight runs from Winona to Rochester.

AIRPORTS:

The Stockton area has no air service. The closest terminal is in Rochester, MN or La Crosse, WI where daily flights are available to the Twin Cities and Chicago.

HOUSING:

Generally, it can be said that citywide, a fairly good level of individual maintenance and care for the units was noted. However, there are those units which do need some form of preventive maintenance and esthetic updating.

The following chart gives the breakdown of the number and type of unit dwellings in the City.

CHART #4 - Sub-1 Housing - 2010 Census data

Type of structure	Count
1-Single family homes	261
2-Rental apartments or homes	32
3-Mobile Home or trailer	85
4-Vacant/for sale	9
Total number of units:	387

POPULATION:

As of the completion date of the 2010 Census data, Stockton had a population of 697. In 2014, it is felt that the true population has reached a level approximating 712. In the time frame of 1876, Stockton's population was but 383. The reason for the increase of residents is attributed to people wanting the "country" life for the bigger City.

CHART #5 - Population distribution of Stockton - 2010

	Male	Female
Under 5 years old	16	39
5-9 years	21	19
10-14 years	28	18
15-19 years	21	24
20-24 years	24	21
25-29 years	24	26
30-34 years	35	24
35-39 years	20	19
40-44 years	19	23
45-49 years	36	31
50-54 years	38	28
55-59 years	24	20
60-64 years	16	20
65-69 years	14	9
70-74 years	11	8
75-79 years	3	3
80+ years	7	8
TOTALS:	357	340

Of the total 697 individuals living in the City of Stockton, the aggregate number of persons in families living on income below the national poverty level amount to 19. Of these 19, one individual is over 65 years of age and living on fixed incomes.

UTILITIES:

Stockton receives its power from one supplier, MiEnergy Cooperative. For winter time heating, bottled gas and fuel oil have to be used due to the fact no pipe line supplies the City with Natural Gas. Telephone service is provided by Centrylink, or cell service by Sprint or Verizon. Internet services are provided by Charter or HBCI, which also provide TV services.

PUBLIC SERVICES:

FIRE:

Stockton relies on the Lewiston Volunteer Fire Department to respond to fires within its City boundaries. On the average, the response time ranges from 10-12 minutes per call. City residents feel this is adequate and at present, do not plan to develop their own fire response capability.

AMBULANCE:

Stockton also relies on Lewiston Volunteer Ambulance department to respond to any accidents in its boundaries. Stockton First Responder Squad is available and is usually first on the scene of any accident, but is limited in the care they can give. Response time for the ambulance is about 10 minutes. 2016 showed 36 runs by the Ambulance for City of Stockton calls.

LAW ENFORCEMENT:

Stockton relies upon the Highway Patrol and Sheriff's Department to provide law enforcement services. Since neither agency can spare fulltime attention to the area, Stockton normally receives reactionary type enforcement, and very little surface street patrol, or preventative enforcement. Stockton, like other small Minnesota communities is faced with a dilemma when prosecution of law breakers is required. The high cost of court proceedings can render a community broke.

SCHOOLS:

Stockton's only school was an elementary school with an average enrollment of 70 pupils in 1970. There were three instructors for the entire enrollment. The school was under the jurisdiction of School District #861. The elementary school was closed by the school district in 1981. In 1982 the building was purchased by Stockton Area Promotional Group. It currently houses Stockton City Hall and Community Center and the various organizations of Stockton.

CEMETERY:

Stockton's only cemetery was dedicated in 1862. It is comprised of two acres on the north side of the City, West of the railroad tracks. The Cemetery is well kept by the Oakland Cemetery Association, a private organization. The City does not maintain its own facility.

PARKS:

City of Stockton provides a public park that includes a playground area at the Community Center to be used for the area children for recreation. The City provides limited funds for the maintenance of a little league program. There are two softball fields, horseshoe pits and a multi-use trail for walkers, bikers and joggers. Currently constructed are a temporary ice rink for use in the winter time and a volleyball court.

PUBLIC BUILDINGS:

The City owns and maintains a Community Center. It houses City Hall, with a room for public meetings. All City records are kept in the Clerk's office. The building is used by many organizations including Hillsdale Township, Stockton Area Promotional Group, Stockton First Responders, Stockton 4-H Peppy Pals, local TOPS group and Oakland Cemetery Association.

STREET MAINTENANCE:

The City provides snow removal and sanding services at no cost for man hours' basis. The City owns and operates its own vehicle for this purpose. The City owns a Maintenance Garage that houses the vehicles and maintenance records.

The estimated square foot of street in Stockton is 614,193.

WATER:

The public water system consists of one municipal well and wellhouse that were constructed in 2003 by a private developer and acquired by the City when the city-wide distribution system and 150,000-gallon ground storage reservoir were constructed in 2009 and 2010. Current average daily water usage is approximately 13,200 gallons per day.

The existing well was completed in 2003. The well is 380-feet in depth with a 16-inch casing extending through the drift to a depth of 95-feet. An open hole exists from 313 feet to 380 feet. The well is believed to be in the Mt. Simon aquifer. The well has a submersible pump with a 20 HP motor and currently produces at a rate of approximately 150 gallons per minute.

The existing water supply system includes a wellhouse where chlorine, fluoride and polyphosphate are added to the water supply before it enters the distribution system. No additional water treatment is provided.

Water storage in the City of Stockton consists of a cast-in-place concrete ground storage reservoir constructed in 2009-2010 in the hillside south of East Ninth Street. The storage reservoir has a capacity of 150,000 gallons. The storage reservoir is in good shape.

The watermain distribution system consists of ductile iron and polyvinylchloride (PVC) mains installed in the mobile home park between 1975 and 2005, PVC watermains installed in the Garvin View Estates Subdivisions in 2003, and PVC and HDPE watermains installed in the remaining areas of the City in 2009 and 2010. The lines installed in the mobile home park and Garvin View Estates subdivisions were installed by private developers and were supplied by private wells until the City distribution and storage system was constructed in 2009-2010. The watermain piping includes 6, 8, 10, and 12-inch piping, which is believed to be in good condition.

On March 29, 2013 the Minnesota Department of Health informed the City that the running annual average radium concentration in the City well exceeded the level for a municipal drinking water system. A compliance agreement exists with MN Dept. of Health for upgrading the system. The proposed improvement will be to drill a new primary well with additional piping to the wellhouse. This project should be finished in 2017.

Not all residents are on the City Water system, it was the homeowner's choice to hook into the system. Those not on the City Water System, have their own wells, and it is stated in the Water Ordinance, that once those wells go down, they can be fixed, but a new well cannot be drilled.

SEWER:

Stockton constructed its sewer system in 1976. It consists of 3 sewer ponds, 4 lift stations and main lines throughout the City. The Stockton Sewer System consists of 2 primary ponds, pond #1 is 3.54 acres and pond #2 is 3.60 acres. The secondary pond is 3.59 acres. The primary ponds can hold 4.3 million gallons and the secondary pond can hold 2.130 gallons. The ponds have a 1-inch layer of clay to seal out any leakage into the earth. There are four lift stations serving the four sections of the City, lift stations 1, 2 & 3 were constructed in 1976, with lift station #4 constructed in 2001. Lift Station #3 was raised in 2008 due to the Flood of 2007.

For those residents not on City Sewer, either by being deferred, or by no sewer main, they have Individual Septic Systems (ISS). These systems consist of septic fields and septic tanks. One of the principle problems of these systems is age, whereby the resident will need to bring a sewer main line to them or building a new mound system. A contributing factor to this problem is the extremely high-water table that can be found throughout the entire valley. In most sections of the City, ground water can be located from between 6-8 feet below the surface.

FINANCE:

Stockton maintains a running treasurer's report of the City's financial status on a month to month basis. The reports reflect disbursements and deposits of City funds. Expenses are then weighted against existing funds to determine existing account balances. With this technique City Officials maintain a running month to month financial status of the community.

Small cities such as Stockton receive monies from revenue sharing, building permits, license fees, City-wide property assessments and interest on existing bank accounts. As large sums of money are needed, municipal bonds are sold to cover cost of the project.

The total assessed value of taxable property in Stockton amounted to \$444,319.00 in 1970 with a City-wide mill rate of 9.0. At present (2016), the City-wide mill rate is 27.13 and the value of taxable property is \$39,642,400.

SUMMARY

In researching the background information for Stockton, we tried to provide facts and dates of interesting events and people from its beginning. A description of the community land use characteristics has also been given in this document.

For the most part, Stockton has remained, though its history, a rural type of community. One of the factors attributed to this, is the comparative isolation the community was afforded by its very location. For instance, Stockton Hill has served as an insulating factor allowing the community to pretty much develop without the rush and hubbub of some of its neighbors. As land along the river becomes more and more developed, the area around Stockton Valley becomes more and more a viable developmental option. The communities directly adjacent to the City of Winona are fast reaching the saturation point of development. Stockton has become a bedroom community for the more commercialized and industrial City of Winona. It is our feeling that through a comprehensive plan, Stockton can undertake a management plan to control its future growth. The next volume of this study, Volume Two, will take these factors into consideration. Also, it will provide ways of maintaining both the rural heritage enjoyed in the past and managing and preparing for residential expansion needed in the future.

THE PLAN - VOLUME TWO

INTRODUCTION

Most Cities in the United States had a beginning without a plan for orderly growth and development. They were established by the simple filing of a plat with the local land registry office. These plats were designed to expedite the sale and transfer of ownership of relatively small parcels of land. They showed the size and shape of Blocks and Lots intended for private ownership and streets and alleys intended for public use.

These early plats were inspired by the hope of land speculations for a quick profit. Investments in improvements for the public welfare were unheard of. Provisions for public water supply, sewage disposal, fire protection, libraries, playgrounds and similar services were primitive at best and totally nonexistent at worst.

History has seen fit to place Stockton into this category, having been platted for financial gain and not for the necessary promotion of the public health, safety and overall general public welfare.

James B. Stockton, for whom the City is named, was apparently a land speculator. He acquired the area of land now occupied by the City in 1855. As soon as proper ownership was obtained, he set about the business of having the land surveyed. A town plat was then laid out and registered at the County seat. By 1856 parcels of the village were being sold. At the recording of the original plat, J. B. Stockton declared his proprietorship of the land. In this declaration, he became the Village's first planner by setting aside the land needed for streets and alleys for public use.

"I hereby acknowledge that I procured the survey of the town of Stockton as above specified for record as a town plot and that I am proprietor of the same, I hereby devote the streets and alleys thereon to the public use forever. Signed this day the 7th of April 1855 - James B. Stockton"

J. B. Stockton, however, made no commitment for such things as libraries, schools or churches. He later sold to the Episcopal Church the land it still occupies for the sum of \$100. As sole proprietor of the town's only hotel, J.B. continued to sell parcels of the Village. This all tends to enforce the land speculator concept of him.

J.B. Stockton's last recorded Winona County land transaction occurred on April 3, 1874 at 10:30 A.M. He sold all the land held by him in Warren

Township. Also, sold on the same date, were parcels held by other persons having Stockton as a last name. Maryette D. Stockton, his wife, held the land situated in NE1/4, Section Township 106 and Range 8 of Warren Township. She first purchased the land November 18, 1855. Edwin Stockton, his brother, held land, situated in the SW1/4 Section Township 106 and Range 8, was originally purchased from the U.S. Government in 1863. All lands sold the same day in 1874.

After the 1874 land sale no further account of Mr. Stockton's activities is recorded. James B. Stockton died on May 21, 1891 in Geneva, Fillmore County, Nebraska. Buried with him is his wife, Maryette D. Stockton who died on May 5, 1886. His brother, Edwin, died on September 8, 1885 in Galesburg, Illinois.

Planning Process

The Stockton City Council have prepared an update to the 1975 Comprehensive Plan, containing the data that was used to analyze and discuss the major planning and development issues facing the City. The background data has helped the City Council in developing policy guidance and an update to the geographic information system model, as well as consider alternative growth strategies and programs to guide the Comprehensive Plan update. The Plan will serve as the basis for the zoning ordinance and subdivision regulations for the City as well as other documents influencing the development of the City.

Modern day residents of Stockton have determined it necessary for optimum future development, to compile and act upon an overall comprehensive plan. It is hoped that through this planning mechanism the future residents of Stockton will have a community void of poor land uses, a community that provides for a wide tax base, and a comprehensive municipal facilities program that provides for the public health, safety and general welfare.

Finally, the Community must take steps to implement the comprehensive plan. Ordinances developed by the plan should be enacted and properly administered by the City Council.

A Forecast of Probable Future Conditions for Stockton, Minnesota

- Minnesota's total population is estimated to exceed 6 million by 2032, and grow to 6.8 million by 2070.
- In the coming two decades, the under 18 population will grow modestly, gaining about 28,000 between 2015 and 2035. Meanwhile, the state's 65 and older population will grow much more

rapidly, adding more than half a million people over those same years. In 2035, the older adult (65+) group will eclipse the child (0-17) population for the first time in our state's history.

- The share of the total population that is age 18 to 64 will fall from 62% in 2015 to 57% by 2028.
- The percent of Minnesota's population that is nonwhite and/or Latino is projected to grow from 14 percent in 2005 to 25 percent in 2035.

Minnesota State Demographic Center predicts that Winona County will have a slight percentage growth between 2015 through the Year 2035, with a slight decrease of growth between Years 2035-2045. Should this prediction hold true, the City of Stockton can expect to expand to a population base from 717 persons to 800 persons in that period of time.

City dwellers are moving from the larger and more restrictive confines of metropolitan or big city life, to the more picturesque countryside seeking the solitude found in rural America. The migrants are not purchasing entire farms, but are grabbing bits and pieces of larger and once productive farmsteads. This tends to increase rural populations, while decreasing the total productive capabilities of rural America to produce much needed foodstuffs.

Stockton is situated in a rural and extremely scenic valley surrounded by hilly terrain. Growth along these valleys has been getting stricter in recent years by Winona County's land use capabilities. Stockton has set forth a Zoning Ordinance and Subdivision Ordinance to help curb land use.

One ingredient necessary to decisive planning, and thus to adequate decisions made for Stockton's developmental progress, is the consideration of how future population trends will affect growth. During the time frame (2000-2015), Stockton's population increased by 35 people. In raw percentages, this amounts to a 1.05% increase of the pre-2000 population base. The estimated 2016 population is set at 717. The 1876 population of the City was 383. By the next nationwide Census counting, 2020, it is felt that Stockton's population will exceed the 2000-year level.

However, MN State demographic office predictions involve a total Countywide decrease of persons from 2015-2045. The State saw a relatively sharp decline in the number of births in Minnesota in the last few years. Also, the total number of adults 65+ years old will double between 2010-2030.

- All core statistical information in this document is based on information supplied by the public to the Minnesota State Demographer.

Chart 1

Winona County Population Projection 2015-2045

2015 - 51,070
2020 - 51,277
2025 - 52,101
2030 - 52,344
2035 - 52,028
2040 - 51,465
2045 - 50,840

Estimated net population decreases from 2000 to the year 2045 - 230.

Chart #1 lists the predictions for the individual households.

CHART 1

(Projections of persons per household throughout Winona County)

<u>YEAR</u>	<u>TOTAL HOUSEHOLDS</u>	<u>PERSONS PER HOUSE</u>
2000	18,744	2.46
2010	19,554	2.40
2015	20,974	2.44
2020	21,000	2.44
2025	21,500	2.42

The above chart indicates an increased housing unit in Winona County. Still, most of these unit openings will occur, it is thought, in the immediate City of Winona and the Winona area.

All the previous numbers point to an increase in Stockton's need for single unit dwellings built on location. However, these figures are below the predicted need for new units. The deficiency will be supplied by apartments, townhouses, condominiums and mobile home usage.

SUMMARY

In very short terms, Stockton is going to grow. And during this growth period, a housing shortage may occur within Stockton and its surrounding valley. As population mixes change, demand for certain kind of housing will also change along predictable usage trends. The pressure to solve short term housing needs created by those changes throughout rural Minnesota may lead to the improper uses of lands and housing unit types.

Keeping these facts in mind, the citizens of Stockton should now be establishing their goals and objectives that will serve as guidelines for planning what the course will be in Stockton's developmental process.

FUTURE GOALS AND OBJECTIVES

INTRODUCTION

Just as we as individuals plan our daily lives and establish goals for our personal accomplishment, so should a community plan for its future. Just as a businessman or a corporation plan for its future growth, development, and improvement of their services or product, so should a Community plan for its future services and public well-being.

The primary purpose of planning is to provide a functional form of guidance for the most economic development of the various day to day services and facility demands for the entire Community.

In order for a Community's day to day improvements to be most efficient and economical, yet still provide for the necessary and complete balance of services to its people, the singular and daily improvements must be based upon and geared to the pursuit of long range goals and objectives.

GENERAL GOALS

The plans for a Community are intended, under whatever circumstances that prevail, to make that Community the best possible place in which to live. In the process of achieving this goal, intermediate and general goals are established which are readily recognizable.

- A) Improve the quality of life and the overall standard of living.
- B) Control growth to maintain the rural atmosphere.
- C) Allow for parks and open space recreation.
- D) Provide schools, churches and other public facilities, utilities and services to improve the general welfare.

To reach and maintain these general goals, Stockton must develop some specific goals and objectives that conform to the economic capability of the Community. By using these general goals as ultimate objectives, Community leaders can then identify, and finally articulate the specific goals the citizens at large have set for themselves.

SPECIFIC GOALS AND OBJECTIVES

Specific goals and objectives are designed to be accomplished over various periods of time. They are specific steps intended to fulfill the goal of providing a finer place in which people may live.

I. The City Council should develop, and the Community should accept, a long-range comprehensive plan. The following specific elements should be included as parts of the total plan.

- A) Future land use plan.
- B) Major streets plan.

- C) Public facilities plan
- D) Utilities plan.
- E) Flood Plain zoning administration.

II. The City Council should review and maintain the Zoning Ordinance which is consistent with the communities' future land use plan.

III. The City council should review and maintain the subdivision regulations consistent with future land use concepts.

IV. The City Council should prepare and administer a capital improvements plan for the community, and refocus it every five-years.

STOCKTON'S FUTURE DEVELOPMENTAL THEME

The one central and underlying concept Stockton should keep in mind is the simplicity of plan. This leads to simplicity in zoning which provides for uncomplicated realistic enforcement. As already vividly demonstrated to the citizens, small rural communities cannot afford the high cost of litigation. If interpretation of Ordinances or planning concepts require legal opinions, then the purpose of planning and providing Ordinances for implementation are lost due to the impracticalities involved.

The Land use plan for Stockton provides the basics for Community development, while maintaining this simplistic concept.

RESIDENTIAL

The availability of adequate shelter is one of the basic needs of the citizens of Stockton. Economic conditions, public facilities availability, and individual choices in life style have traditionally affected the location of housing. Since most of the employment opportunities are located without the City, much of the City residents will commute.

The residential district throughout Stockton should be Zoned R-1 and disallows Mobile home placement in the community. Any further migrants into the Community wishing to live in mobile homes should be directed to the Mobile Home park on the West end of town. Existing City lots with mobile homes already in use will be "grandfathered in". As these units become empty due to obsolescence, natural disaster or fire, replacement with a new unit is disallowed. If the unit becomes run down to the extent of 50% or more of the unit's market value, this also will restrict replacement of the old mobile home unit with a new one or renovation. Please see Ordinance #105 for further information.

Because of the variable topography within the Stockton Valley, certain areas are not suitable to prime development. Approximately one-fifth of the total

area within Stockton lies with an area referred to as Flood hazard. Per the Federal Insurance Administration, the area is primarily along the Garvin Brook flowage. (See Exhibit D). What this means is that any new construction in the flood hazard area should meet certain construction standards. These standards will be the qualifying traits lending institutions and insurance companies will seek of future loan requests in these areas.

AGRICULTURE

Approximately one-tenth of the total land mass within Stockton's corporate limits is presently being used for agriculture. (See Exhibit E.) This usage should be continued, thus creating a land bank that may be reviewed for subdivision use in future years. This area, designated as R-S, is primarily located in the base of the hill and bluff areas that surround the City. Again, these areas, although open to development, should not be used for any other purpose than residential subdivision with medium density level. This provides for future single family dwellings on full sized City lots. Stockton can control the growth of its populace by enacting an ordinance to control subdivisions within the corporate limits of the City to take advantage of City facilities. (See Garvin Brook watershed map for area of subdivision, see Exhibit B.)

As can be readily noted, the contour interval increases sharply on the perimeter of the suggested R-S districts. These areas should remain undeveloped due to the extreme slope angles, generally greater than 18%.

OPEN SPACE

Stockton is fortunate in that it has just outside its City limits a fine park, known as The Arches. Stockton has created a City owned picnic with pavilion and recreational park with a playground, volleyball court and in the winter an ice rink. Provisions should be made for some playground equipment to the south or east inside City limits.

If Stockton can limit or totally restrict the development of the surrounding hillsides, provide for ample recreational sites, and limit construction along Garvin Brook, the City can retain its rural flavor far into the future.

COMMERCIAL

Only limited commercial growth is anticipated within the Stockton area. A major highway cuts through the center of Stockton. Businesses have, for the most part, located along this highway. This is not necessarily the best location for commercial endeavors. However, since Stockton is committed to the ribbon effect for its commercial district, the areas on both sides of the highway should be zoned B-1. It should be noted at this point that ideally; a

new commercial district could provide off-street approaches for the shoppers.

INDUSTRIAL

As a land use consideration, Stockton should consider industries primarily upon the character of their operation. Is it a high-water user? Is it a high sewer producer? Is it a polluter? Unclean industries should not be permitted into the valley.

Most industries require access to shipping routes and transportation types. Stockton has an area of land which lies between a railroad line and a state highway that supports industrial usage.

MAJOR STREETS PLAN

As one can see the original grid type of street plotting does not fit Stockton's topographic make-up. (See Exhibit A, the original plot within corporate limits.) The City street layout will change as need in the Southeast and Northeast areas of Stockton to allow for cluster development and subdivisions.

PUBLIC FACILITIES PLAN

Stockton received the old elementary school in 1982, which was bought by the Stockton Area Promotional Group, to be used as a Community Hall. The building houses the City Hall, has public restrooms and storage. The building may be expanded to include future law enforcement.

The Community should also have street signs placed at every intersection.

The City has worked with Minnesota Department of Transportation on speed studies, which did not come out in the City's favor. The City will continue to request slower speeds through town on Highway 14.

UTILITY PLAN

Stockton has constructing a sewer system in 1976. The system can service approximately 1000 residents. The treatment system is a form of oxidation ponds in which the bacterial oxidation of organic matter and photosynthetic reduction of carbon dioxide takes place. Since the sewer system is more than 40-years old, plans should be updated and maintenance should begin on the oldest portions of the system.

Stockton has also installed a City Water System in 2009. This system consists of two deep wells that blend in our well house. It also has a 150,000-gallon water reservoir and fire hydrants.

One last matter Stockton should consider is the annexation of land now being used as the sewage settling ponds. This is just a formality to insure no conflict arises with County zoning and planning guidelines.

SUMMARY

The future land use plan should serve as a guide for all future development by the council, the planning commission, other agencies, officials and private individuals in their day to day plan endeavors and City-wide improvements.

This plan can be changed, arranged and/or rejected. Whatever its actual destiny, the Community must continue to review its growth direction, to maintain the environment created by the individual involvement of its citizens in the planning process.

A Zoning Ordinance and Zoning district map for Stockton should be in basic accord with the future land use plan and should be designed so as to gradually guide development in the general direction of conformance with the future land use plan. So whatever land use plan is actually accepted, the Zoning must match the planning concept.

IMPLEMENTATION REPORT

INTRODUCTION AND PURPOSE

Stockton's comprehensive plan has little value to the City unless it is carried out through action on the part of the public officials of Stockton. Plan implementation is carried out in three ways:

- 1) Development regulatory devices
- 2) Financial expenditures
- 3) Administrative responsibility

This third and final document of the Stockton comprehensive planning program outlines suggestions for implementation of the comprehensive plan.

REGULATORY DEVICES

Regulatory devices, usually in the form of City Ordinances, are used primarily to guide, control and to stimulate desired development in the City. They are also used to prevent undesirable land uses and unnecessary public and

private expenditures of funds. Regulatory devices are legal controls, binding upon both private and public development and are enforceable under penalty of law.

Public regulation of private property use has long been a matter of conflict. History has proven, however, that public control in the public interest, safety and welfare is both legal and desirable.

By virtue of the fact that our world is being required to hold more people on its given land area, people are finding themselves living in increased density. Our technology and mechanical power has been developed to the point where one person's use of a given parcel of land can have a dramatic effect on his neighbors. Thus, Governmental controls have been found to be necessary to protect citizens against their own actions.

Municipalities, under Chapter 462 of Minnesota Statutes, have been granted the power to plan and implement regulatory Ordinances.

The City of Stockton has issued several local Ordinances pertaining to the location and use of buildings that have passed. The Ordinances, however, is not strongly founded on a comprehensive plan. Past judicial actions have proven that a Zoning Ordinance must be based on a comprehensive plan. State Statutes also emphasize this point. (462.386).

The City of Stockton has passed a Zoning Ordinance and updated that ordinance in 2012. Any other similar ordinances have been repealed by the Zoning Ordinance.

Supplemental to the basic Zoning Ordinance, the City has adopted a Subdivision Ordinance and a Floodplain Ordinance.

The Subdivision Ordinance specifically regulates the design of subdivisions and outlines the process for approval. We anticipate that the area will experience future residential habitation in the form of subdivisions both within and surrounding the City - especially on County Road 23 between Stockton and Minnesota City. Outside of City Limits, the area is covered by Winona County and their Land Use Ordinance.

The Floodplain Ordinance controls development in the floodplain of Garvin Brook. The Floodplain Ordinance has been approved by the commissioner of the Department of Natural Resources.

The Subdivision Ordinance, Zoning Ordinance, and Floodplain Ordinance stands as their own separate volume.

The City has adopted the Minnesota Building Code by reference and set up a building inspection program with guidance from the Minnesota Department of Administration, Building Code Division.

SUMMARY

Through the adoption of the comprehensive plan, the Zoning Ordinance, and the Subdivision and Floodplain Ordinances, the City has the necessary regulatory devices to control future City development. Likewise, with the adoption of the Building Code, it will assure that physical development will be of high quality and will provide for the safety of all occupants. The steps to be undertaken to achieve this program are outlined in the third part of this volume.

FINANCIAL EXPENDITURES

Future development in the City of Stockton will take place primarily through private investment in the way of new homes, businesses or industry. To serve existing and new developments with public facilities and services will require public expenditures by the City of Stockton. These costs would be primarily for the following types of projects:

- New Streets and Bridges
- Sewage System Extensions and Maintenance
- Water Supply System and Maintenance
- Community Hall
- Street Equipment
- Recreation Land and Facilities

Additionally, the City will have to expend funds for its Ordinance publication and administration. Permit fees should cover Ordinance administration costs.

Specifically, the City should annually develop, with the assistance of their engineer, a 5-year capital improvements program. As each year's activities are undertaken the City will tack on an additional year at the end of the 5 year plan so that a current 5 year CIP is always prepared to guide future expenditures. The 5-year CIP should outline all capital expenditures anticipated for the next 5 years and should also outline the amounts and sources of revenue to pay for the items.

Based on the land use plan we suggest that the City prepare a capital improvements program based on, among other items, the following major projects:

ITEMS

- 1- Real street lights along Highway 14. With the new energy efficient lights placed by our electric company, the broadcasting lighted circle doesn't cover as much as the old lights did.
- 2- Maintenance Garage – New 60' x 40' garage to be built in 2017. Plan is to replace the Maintenance Shop with a new shop in 5-7 years' time.
- 3- Restore the Old Town Hall – foundation needs to be repaired, needs repainting, and floors & wall checked for damage. To be used to rent out for events.
- 4- Hinton Park Expansion – to include under 5-year-old playground equipment.
- 5- Flood Control structures: such as rain and stream gauges triggering a flood warning system. Also, a Flood study was done in 2008-2009 and a plan was formed to help with flooding

In addition, the City should develop long range financial plans to cover existing and anticipated maintenance costs.

Capital Improvements budget, General revenue and expenditure budgets, and administration budgets are all important tools in City management and should be developed by the City.

ADMINISTRATIVE ACTIVITIES

The vital link in the planning, regulatory and financial management programs is people. To undertake the programs outlined throughout this plan, it will take major efforts by both elected and appointed City officials and staff. This section outlines several specific activities that the City officials should take to assure implementation of the plan.

A. PLAN ADOPTION

Once the City planning commission is in agreement on the comprehensive plan, the City Clerk and City Council should:

- 1) Publish notice in the local newspaper of a public hearing on the comprehensive plan. Notice should be placed in the paper at least 10 days prior to date of the hearing. Copies of the plan should be available for public viewing at the City Clerk's office.
- 2) Hold a public hearing to elicit comments from the citizen's.
- 3) Consider any changes as a result of public comment.

4) The City Council should then adopt the comprehensive plan by resolution and place a permanent copy on file with the City Clerk, the County register of deeds and the regional development commission.

B. ZONING ORNINANCE

The City has adopted a Zoning Ordinance, Subdivision Ordinance, and Floodplain Ordinance coterminous with comprehensive plan. The City Clerk is the Zoning Administrator, with joint services shared with the City Council.

C. BUILDING CODE

1) The City has appointed a certified building inspector every year.
2) With assistance from the State Department of Labor the City has set up a fee schedule for building permits and obtained the necessary forms for building permits and set up a building permit and occupancy permit system.

D. FINANCIAL PLANNING

It would benefit the City to initiate a financial planning program to coordinate future expenditures with revenue. Elements of the financial planning process should include:

- 1) Capital Improvements Planning (5-20 Years)
- 2) Public service programming
- 3) Maintenance programming
- 4) General revenue/ Expenditure budgeting

Your City Engineer, the State Planning agency, and the Regional Development Commission should be contacted for assistance in this program area.

E. ADMINISTRATIVE PROCEDURE

The City has established in a written coordinated form, all City policy and Ordinances. It may be helpful to develop a "Stockton City Government Handbook" outlining all legal and administrative powers, duties of the City officials and staff.

F. PROFESSIONAL ASSISTANCE

Small Cities are being asked to become increasingly sophisticated, yet financial resources for the hiring of professional staff is often limited or non-existent. The efforts necessary to implement the programs outlined herein will require much dedication on the part of City officials. Problems facing City officials will become increasingly complex. To deal with this complexity the City may need to seek assistance from:

- 1) State and Federal agencies, such as the Department of Natural Resources, Pollution Control agency, U.S. Department of Housing and Urban development, State planning agency.
- 2) The Regional development commissions
- 3) Private planning consultants
- 4) Hiring of City professional staff

5) Joint sharing of professional staff with other local units of government.
Specific cases will determine which of the above methods should be used. Each type has varying costs – as well as benefits and short comings.

G. PLAN UPDATING

The comprehensive plan as prepared by the City Clerk in 2017 and is not presented to stand for all time. As parts of the plan are implemented and as the future brings unexpected changes, the plan must be revised or updated.

We suggest that the City Council review the plan every 2-3 years and make amendments as required. Perhaps every 5-10 years the City may want to make a major review using professional assistance.

EPILOGUE

The City now knows at least a little bit more about its past – how it arrived at the present – and hopefully some idea of where it hopes to go in the future. Where the City will go in the future is largely dependent upon continued planning efforts. It will require cooperation between the public governmental bodies and the private investors. It will require cooperation among the various units of Federal, State and Local government units – their Officials and staff. Cooperation and planning can pay off.

Planning and its controls is a defensible proposition for the City in light of its real and potentially imminent concerns. Poor planning and its consequent poor controls, on the other hand, can sometimes be very damaging to a community and little better than no planning at all. Planning and its necessary controls are not contrary to the economic forces of the free enterprise system which shape the community – in fact, it should enhance these economic forces by ensuring that their most efficient locations are preserved – the housing development which is located on a prime industrial site, or vice versa, creates irreparable damage to an area.

There really are no alternatives to planning – it is simply a question of whether we plan in advance of our needs and problems, or whether we procrastinate and plan ad hoc when the problems become too critical to ignore.

The consequence of failure to plan constructively in advance, aside from the great expense of inefficiency in the City and Government, can cause serious land use and related problems – the loss of young citizens and their talents to better communities, the loss of tax base and employment by relocating industry or failure to attract new business, and the eventual strangulation to a dependent community without sufficient resources to meet its needs or overcome its problems.

This is the choice to the people of Stockton. As we have said before, planning is done by people, plans are implemented by people. The human species represents the single most powerful force for change in our world. Humans have, through their technology and mobility, a tremendous potential to change our environment. Through the arm of large machines, we can make more drastic changes in our landscape than the most powerful flood. Because we have so much power we also have a tremendous responsibility to use that power in environmentally safe ways. The future is in the hand of the human species. We can foul our nest until it becomes uninhabitable (or miserable at best) or we can act responsibly to assure a good life for our children and our children's children. The choice, more than any other, is a human choice. The responsibility, more than any other, is a human responsibility. What will we choose? To what ends will we use our power? How seriously do we take our responsibility?