



Housing Action Plan (HAP)

for the City of Stockton

Draft | September 2024





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Acknowledgments

The City would like to thank all the individuals and groups who provided feedback and assisted City staff in preparing the Housing Action Plan and Neighborhood Action Plans.

City Council

- Mayor Kevin Lincoln II
- District 6 Vice Mayor Warmesley
- District 1 Councilmember Padilla
- District 2 Councilmember Wright
- District 3 Councilmember Blower
- District 4 Councilmember Lenz
- District 5 Councilmember Villapudua

Planning Commission

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- Greg Thompson, Commissioner (At-Large)
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- Brenda Jones, Commissioner (District 6)
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- Central Valley Low-Income Housing (CVLIHC)
- Cort Companies (now Burns Group)
- Enterprise Community Partners
- Mahala Burns
- Little Manila Rising
- National Association for the Advancement of Colored People (NAACP)
- Reinvent South Stockton Coalition (RSSC)
- Stocktonians Take Action to Neutralize Drugs (STAND)
- The Housing Authority of San Joaquin County
- Visionary Home Builders
- St. Mary's Dining Room

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Executive Summary

As the housing crisis in California continues, innovative approaches and tools are needed to achieve a prosperous and competitive economy while preserving vibrant, sustainable communities connected by an efficient and well-maintained transportation network. Like many cities in the state, Stockton's housing crisis has worsened in the past decade, with housing prices and rent increasing while incomes have not kept up. Over 115,000 households are paying more than 30% of their income for housing, putting them at risk of losing their homes. COVID-19 has made the situation worse, with unemployment rates increasing and the city seeing a decline in pollution in 2022 for the first time in years.

Main Takeaways

While the City faces many challenges in meeting the housing needs of its residents, the list below highlights the five main challenges for the City.

- ▶ Market constraints restricting sustainable housing production, leading to separate concentrations of above-market and below-market regions of the City.
- ▶ Inadequate Infrastructure in older urban and rural areas of the City.
- ▶ Financial challenges for both the private and public sectors to fund the necessary hard and soft cost in producing more homes.
- ▶ An increase in the homeless population and housing and supportive needs for that increasing population.
- ▶ Need for clarity, focus, and collaboration to achieve housing objectives. This includes policy creation, regulatory standards, financing, and regional coordination.

Main Solutions

The following summarizes major steps the City can take to address the main housing challenges.

- ▶ Increase Public-Private Partnerships for policy creation and funding. Includes the use of special financing districts, incentivized zoning and funding, reliance of private agreements (i.e., Development Agreements), and enhanced regulations and exactions.
- ▶ Proactive coordination of policy with infrastructure planning and funding in areas that will result in the largest public benefit for the community. These areas include the downtown business district, marina, as well as south and east Stockton communities.
- ▶ Increase wealth building opportunities in Disadvantage Areas. This includes job training, education, and supportive service opportunities, in addition to increasing property valuation from civic and private investment.
- ▶ Enhance communication, both internally for the City and externally with the public, in defining and acting on challenges to housing production. This includes policy direction to staff, proactive marketing of City resources and opportunities, enhanced communication with residents and community groups, and enhanced permit review coordination.
- ▶ More education and online tools to empower residents, community partners, and potential housing developers. This includes online resources, partnerships, and training opportunities to empower more collaboration in addressing the City's housing and equity needs.

The Intent of the Action Plans

The city utilizes multiple plans, reports, and standards to address both current and future housing needs. Although some of these reports, such as the Housing Element and Consolidated Plan, are mandatory and useful, the combination of information and direction they contain can often be overwhelming and difficult for residents, developers, and staff to put into action. To improve the implementation of housing efforts, the city developed a Housing Action Plan (HAP) for the entire city and three Neighborhood Action Plans (NAP) specifically tailored to certain communities. These plans aim to make housing actions more organized, comprehensible, and direct. Although the plans do not establish new housing objectives, regulations, or financing, they offer suggestions and clarification to enhance the plans and actions taken by City employees throughout a five-year period.

1. Introduction

Purpose and Applicability

Stockton is creating a Housing Action Plan (HAP) alongside its 2023-2031 Housing Element. The HAP will function as a guide to housing development and increase production of new housing through incentives and best practices. The Housing Element will address long-term needs. The Stockton HAP is divided into three sections to identify strategies that will lead to housing production. Those sections include:

- ▶ **Housing Market and Needs:** The HAP summarizes the City's housing policy framework, including policy documents like the General Plan and Development Code. It also provides an overview of Stockton's current housing market conditions and needs, highlighting the housing types in greatest demand and important findings from the fair housing assessment.
- ▶ **Housing Supply:** The second section of the HAP summarizes the current inventory of land suitable for housing development, including properties identified as part of the Housing Element sites inventory, plus other land that may effectively supplement the Housing Element sites inventory. In addition, the City also identified a set of housing priority sites that are intended to meet priority housing needs and offer the potential to have transformative impacts in underserved neighborhoods.

- ▶ **The Development Process:** The HAP's third section covers current regulations for building various housing types in the city, including development standards and financial analysis examples. It also includes a list of resources for constructing new housing. The section also summarizes the stages in creating new housing, from pre-development to stabilization. Resources like funding, financing, and partnerships are available for each stage.

Each section will identify specific challenges to the respective subject material and make recommended actions that further implement Housing Element goals and policies and fill gaps in the City's existing policy and program framework.

How to use this Document

The HAP is structured to be useful for the public, as well as anyone else interested in encouraging sustainable development patterns, improving market conditions, and housing security, reducing vehicle miles traveled (VMT), or efficiently investing public sector dollars to maintain and improve the existing housing stock and increase the overall supply of housing. The following is a recommended approach for how to best use this document based on the reader's goals and interests.

- ▶ **Homeowners/Renters/Small Businesses/Small-Scale Developers:** Use this document to understand better how an individual property, or group of properties, fit with neighborhood and City housing objectives,

and to identify what types of housing are allowed and would be the best fit for both the property and the surrounding market.

- ▶ **Housing Advocates/Non-Profits and Service Providers:** Use this document to understand the City's housing objectives and the reader's role in helping the City and other local stakeholders achieve those objectives, including opportunities to get involved with supporting projects in specific neighborhoods and on specific properties.
- ▶ **Developers/Home Builders:** Use this document to understand the larger regulatory context and housing policy framework within the City of Stockton and how larger projects may best fit within the community and help to implement the City's long-term vision. This document provides information on what the City is doing to help create a supportive environment that can bring transformative projects in its residential and mixed-use areas to fruition and make them successful over the long term.
- ▶ **City Staff/Officials:** Use this document as a reference for decision-making that synthesizes the City's housing-related policies and programs. In determining that a project is consistent with, or furthers the HAP, City staff and officials can be confident that the project furthers the City's overall vision for sustainable housing development, neighborhood enhancement, and housing production to meet diverse community needs.

Relationship to other Documents and Efforts

Stockton has implemented plans and programs to achieve its housing goals. The HAP serves as a link between these initiatives and highlights areas that require improvement. See Table 1 for more information.

Public Feedback

Between Fall 2022 and Spring 2024, City staff sent thousands of mailed notices to owners, dozens of notices to the Record and email group, hosted over fifteen (20) workshops, conducted dozens of interviews, and held numerous meetings with residents and stakeholders. Each of the outreach efforts is summarized below.

Workshops

In addition to stakeholder and property owner meetings, the following housing-related Workshops were scheduled that involved feedback incorporated into the Actions Plans.

- 9/14/22: Land Inventory Public Workshop #1 (Priority Sites Discussion)
- 10/19/22: Housing Element/Housing Action Plan Kick-Off Meeting
- 11/17/22: Neighborhood Action Plan Workshop
- 11/30/22: Land Inventory Priority Site Owners Meeting (Priority Sites Discussion)
- 2/28/23: Land Inventory Public Workshop #2 (Priority Sites Discussion)
- 4/19/23: Housing Action Plan Public Workshop #2

- 6/7/23: Little Manila/Gleason Park Neighborhood Action Plan Workshop
- 6/13/23: Cabral/East Cabral Neighborhood Action Plan Workshop
- 6/15/23: South Airport Neighborhood Action Plan Workshop
- 10/12/23: Action Plan Planning Commission Workshop
- 2/25/24: Little Manila/Gleason Park Public Workshop
- 3/20/24: South Airport Public Workshop
- 3/26/24: Action Plan Public Workshop

Interviews

To help inform the Stockton HAP, City staff, and the consultant team conducted various interviews with various stakeholders ranging from for-profit developers to non-profit housing developers, landholders, social service agencies, and community-based organizations (CBOs). Below is a brief list:

- Central Valley Low-Income Housing (CVLIHC)
- Cort Companies (now Burns Group)
- Enterprise Community Partners
- Grupe Huber Company
- Little Manila Rising
- National Association for the Advancement of Colored People (NAACP)
- Reinvent South Stockton Coalition (RSSC)
- Stocktonians Take Action to Neutralize Drugs (STAND)
- The Housing Authority of San Joaquin County
- Visionary Home Builders

Amendments

The HAP is intended to be a living document, updated to reflect current conditions and needs. For example, the City is updating the Development Code to be consistent with the Envision Stockton 2040 General Plan. The draft HAP was prepared based on the updated draft Development Code as of the time that the HAP was being prepared. The HAP should be updated for consistency once the Development Code Update is complete.

- ▶ **Monitoring and Implementation:** Community Development staff will monitor the need for changes to the HAP and will provide recommendations to the Community Development Director and/or the City Council as needed, but not less than every five years and within one year of each 8-year Housing Element Update.
- ▶ **Minor Changes:** Relatively minor changes and updates may be made to the Stockton HAP as needed to keep the document current with the approval of the Community Development Director.
- ▶ **Major Changes:** Major Changes to the Stockton HAP may be made with final approval from the Stockton City Council.

Table 1: Stockton Housing Plans Relationship

Document	Role	Relationship to HAP	Responsible Party
General Plan	Primary policy document for the City. Includes goals and policies for land use, safety, community health, mobility, and other topics. It is the legal basis for all project decisions.	Establishes the broad framework for where housing of different types should be developed within the City. The HAP recognizes that housing development needs to be consistent with the General Plan.	► Community Development Department
Housing Element	It is a required element of the General Plan and is updated every 8 years. Focuses on housing goals and policies and maintaining property for future housing.	The Housing Element of the General Plan outlines the types and amount of housing the City plans to build and maintain, while the HAP specifies the necessary actions to achieve these goals.	► Community Development Department
Development Code	The primary regulatory tool for the General Plan. Includes zoning, housing typologies, and development standards.	The Development Code and HAP promote housing construction with clear guidance and simplified methods.	► Community Development Department
Neighborhood Action Plans (Cabral, Little Manila/ Gleason Park, South Airport Way)	Individual action plans tailored to the needs of three neighborhoods.	NAPs articulate specific policies and objectives for individual neighborhoods, and the HAP provides direction for development on specific sites to help achieve those objectives.	► Community Development Department
Continuum of Care	A program to promote community-wide discussion and commitment to ending homelessness. The City of Stockton participates in the San Joaquin Continuum of Care.	The HAP provides direction to produce housing types such as emergency shelter, transitional and supportive housing, and affordable housing that address needs along key points of an individual or family's progression along the continuum between homelessness and permanent housing.	► Economic Development Department
Consolidated Plan	A City document that HUD requires to plan for the expenditure of federal funding from HUD for housing and related investments.	The HAP identifies how funding covered by the Consolidated Plan can be coordinated with other resources to achieve desired housing and related outcomes.	► Economic Development Department
Regional Homeless Action Plan (RHAP)	Adopted June 12, 2022, identifies challenges and solutions for Stockton's homeless population.	The HAP does not make additional recommendations beyond the LHAP. The HAP outlines current development trends and processes for establishing emergency, transitional, and supportive housing facilities.	► Economic Development Department

2. Housing Market and Needs

The following chapter of the Stockton HAP summarizes current conditions and trends within the local housing market. The purpose is to provide residents (both new and existing), property owners, community groups, and prospective developers with general guidance regarding the community's needs and the conditions that may influence the feasibility of housing in the City of Stockton. Below is a summary of some of the key findings of the analysis. Additional research and information can also be found in Appendix 1's Demographic Trends and Market Conditions Update and in the *City of Stockton 2023-2031 Housing Element*.

Main Takeaways

- ▶ Market constraints and the need for enhanced infrastructure influence Stockton's housing production. Governmental constraints do not seem to be an issue.
- ▶ Current development trends only strengthen existing markets and do not support sustainable housing or income diversity.
- ▶ Stockton has a higher percentage of minorities and low-income communities when compared to the region and state averages.
- ▶ Key solutions to improve disadvantaged communities should include diversifying income levels for communities and activities that lead to wealth creation for lower-income households.
- ▶ City efforts and Private investment cannot achieve major tasks on their own. Both groups do not have the funding or resources to pay for needed items.

Main Solutions

- ▶ While the City cannot directly change the housing market, the city can engage in activities that help to reduce the feasibility gap in projects by providing incentives, adequate infrastructure and partnering with private groups.
- ▶ The City should explore activities that provide equal access to supportive services and encourage efforts to create wealth for residents in disadvantaged communities.
- ▶ Proactively engage in public-private partnerships tied directly to City projects and projects that can demonstrate direct public benefit.
- ▶ Explore Policy and Land Use amendments that would provide more flexibility for future development, particularly in infill and brownfield locations. This includes more requirements and incentives to diversify housing types and income levels by changing the General Plan and zoning requirements. This would require diversification of the housing stock in Stockton, with allowances and waivers for projects that demonstrate alignment with documented community housing needs.
- ▶ Consider adoption of one or more dedicated funding source for community housing programs, such as a parcel tax or an increase in the real estate transfer tax, among other options. The City should also aggressively target acquisition of competitive grant funding from relevant state and federal sources.

Demographic Characteristics and Trends

Population and Household Growth

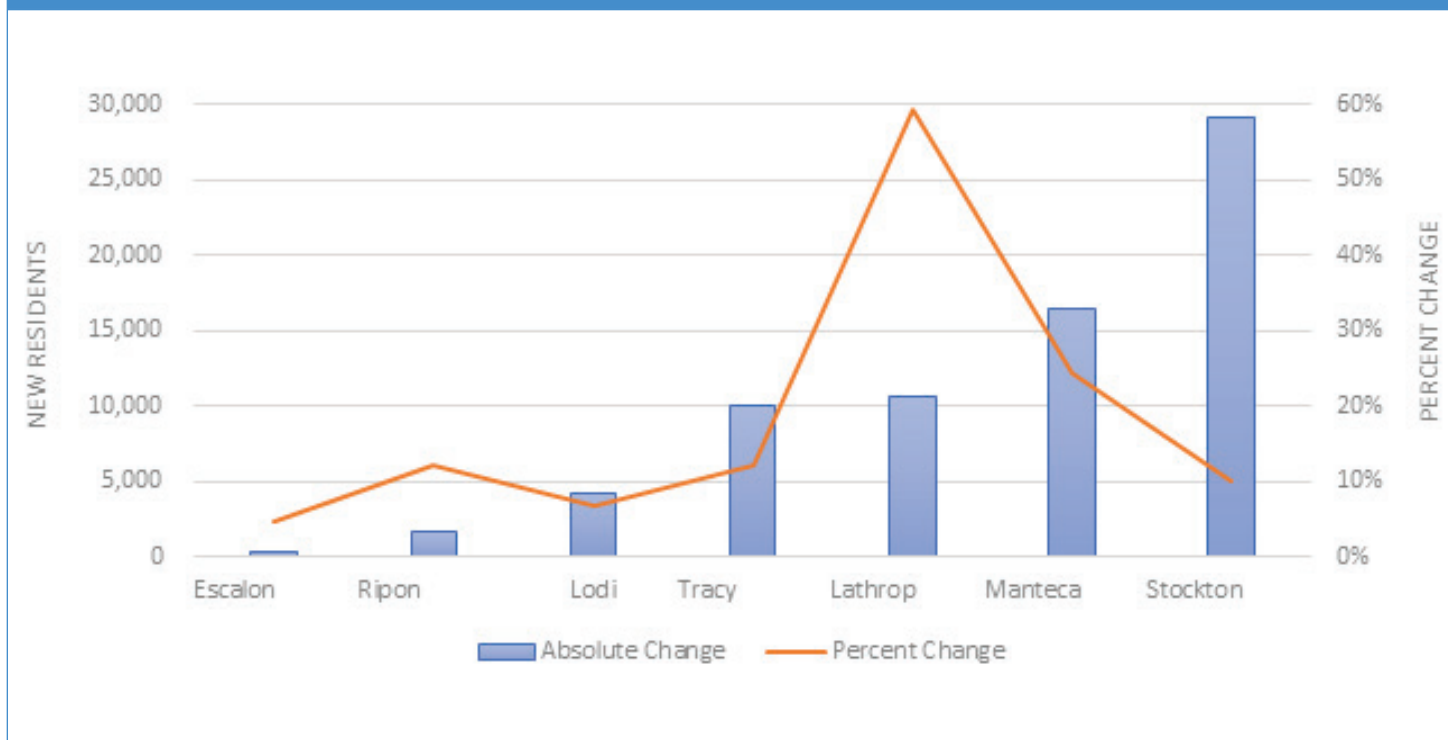
Stockton and San Joaquin County experienced significant population and household growth in the early- to mid-2000s, but growth slowed after the Great Recession. Between 2010 and 2020, Stockton added 10% more residents, while the county added 14%. Growth in the county shifted away from Stockton to other communities like Lathrop and Manteca. The annual rate of population growth in Stockton between 2010 and 2020 was 0.8 percent, or nearly half the 1.8 percent experienced over the prior decade (i.e., 2000 to 2010). While other communities in San Joaquin County grew more rapidly in recent years on a proportionate basis, Stockton is the largest

urban center in San Joaquin County and had the largest absolute growth (i.e., roughly 29,100 new residents over the decade).

Population Age Distribution

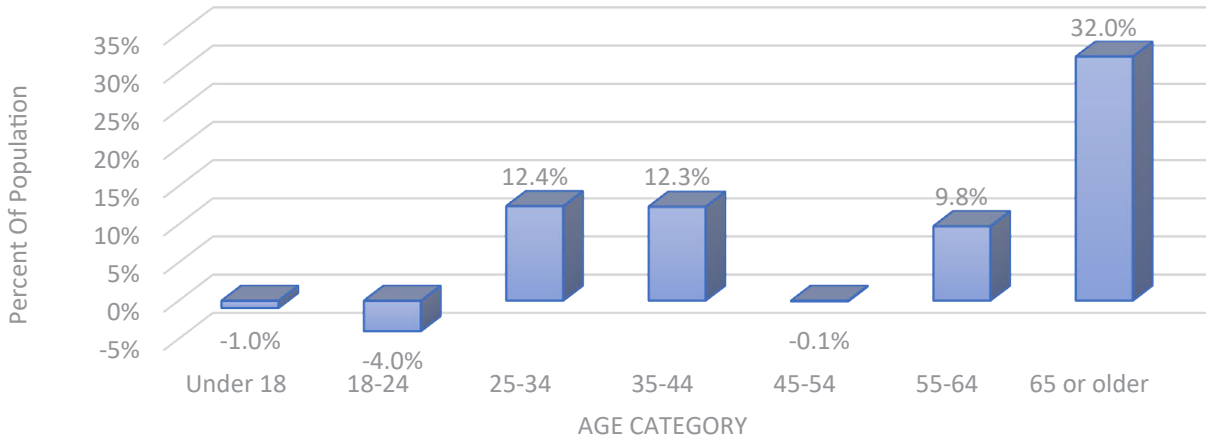
The age of residents affects their housing needs. Younger people prefer smaller units, while middle-aged households need more bedrooms. Older households downsize. Younger households usually rent, while middle-aged ones can afford homeownership. The Stockton population is mostly between the ages of 25 and 64, with one-third under 18 and 12 percent over 65. There was a decline in residents under 25 over the last decade and an increase between 25-44 years, indicating a shift towards prime working age.

Figure 1: Population Growth by Jurisdiction, 2010-2020



Sources: U.S. Census Bureau, Decennial Census 2000, 2010, and 2020.

Figure 2: Population Age Distribution, Change from 2010 to 2020



Sources: U.S. Census Bureau, Decennial Census 2000, 2010, and 2020.

Table 2: Population and Household Growth

Population	2000	2010	2020	Percent Change 2000-2010	Percent Change 2010-2020
City of Stockton	243,771	291,707	320,804	19.7%	10.0%
San Joaquin County	563,598	685,306	779,233	21.6%	13.7%
Households	2000	2010	2020	Percent Change 2000-2010	Percent Change 2010-2020
City of Stockton	78,556	90,605	97,736	15.3%	7.9%
San Joaquin County	181,629	215,007	241,119	18.4%	12.1%

Sources: U.S. Census Bureau, Decennial Census 2000, 2010, and 2020.

Race and Ethnicity

Stockton is a minority majority community. Hispanics represent the largest subgroup at 44% of the population. Other significant groups include Asians, non-Hispanic Whites, and African Americans. The largest growth occurred among Asians, African Americans and persons of mixed race/ethnicity.

Persons with Disabilities

In Stockton, 15% of the population has a physical or cognitive disability. The most common types of disabilities are ambulatory, cognitive, and independent living. These individuals have specific housing needs because of poverty and employment difficulties.

Table 3: Distribution of the Population by Race and Ethnicity, 2010 and 2020

Racial or Ethnic Group	2010		2020		Change	
	Number	Percent	Number	Percent	Number	Percent
Hispanic/Latino (a)	117,590	40%	141,601	44%	24,011	20%
Not Hispanic/Latino	174,117	60%	179,203	56%	5,086	3%
White	66,836	23%	54,765	17%	(12,071)	-18%
Black/African American	33,507	11%	38,178	12%	4,671	14%
Native American	1,237	0%	1,237	0%	-	0%
Asian	60,323	21%	67,738	21%	7,415	12%
Native Hawaiian/Pacific Islander	1,622	1%	2,440	1%	818	50%
Other	470	0%	1,608	1%	1,138	242%
Two or More Races	10,122	3%	13,237	4%	3,115	31%
Total Population	291,707	100%	320,804	100%	29,097	10%

Note: (a) Includes all races for those of Hispanic/Latino background. Sources: U.S. Census Bureau, Decennial Census 2010 and 2020.

Persons in Need of Shelter

The latest Point-In-Time (PIT) count in San Joaquin County found 2,319 homeless individuals, with 1,355 being unsheltered. This is a 15 percent decrease from 2019. The City of Stockton had 893 unsheltered individuals, a three percent decrease from 2019, but this may be due to COVID-19 pandemic.¹ Homelessness affects mostly White and African American individuals, with single men and female-headed families being the most impacted. Female-headed households make up 80 percent of all homeless families with children. Veterans are also disproportionately affected. Homeless shelter and transitional housing facilities currently located in Stockton have capacity for 1,172 persons at a given time.

1 This data indicates that while both San Joaquin County and the City of Stockton saw a decrease in the total number of individuals observed to be experiencing homelessness, the share of the countywide homeless population living in Stockton increased from 61 percent to 66 percent. This may be due, at least in part, to the fact that Stockton hosts a majority of the countywide inventory of homeless service providers and associated facilities. Nonetheless, new homeless shelters are under development in Lodi, Manteca, and Tracy, with a new acute care facility in French Camp.

Table 4: Disability Status and Disability Type, Persons Five Years and Older, 2020

Disability Status	Stockton	
	Number	Percentage
Persons 5 years and over	286,286	100%
Without a disability	244,579	85%
With a disability	41,707	15%
Total disabilities tallied	85,544	100%
Hearing	9,354	11%
Vision	8,669	10%
Cognitive	17,547	21%
Ambulatory	23,442	27%
Self-Care	9,407	11%
Independent Living	17,125	20%

Sources: U.S. Census Bureau, American Community Survey 2016-2020 five-year sample data.

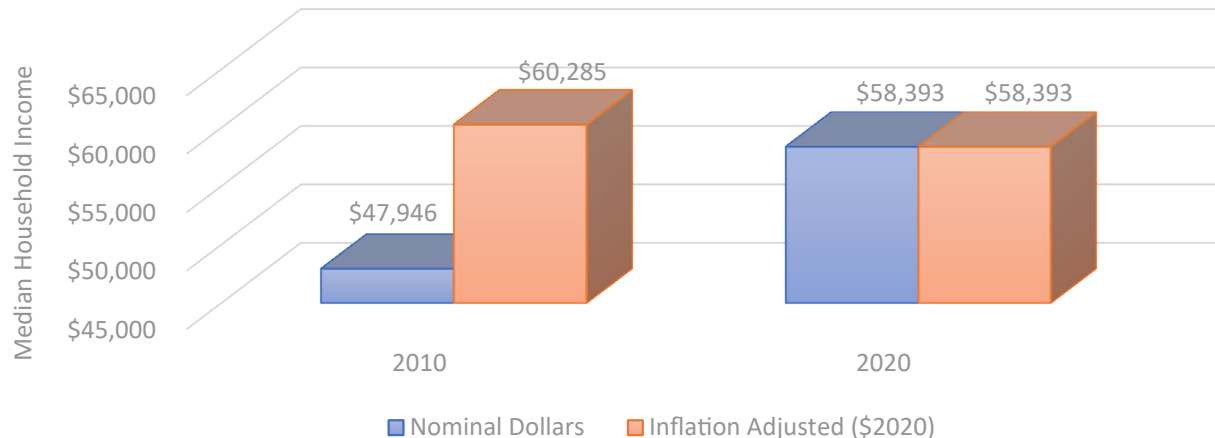
Household Income Characteristics

Forty-three percent of households in Stockton earn less than \$50,000 a year, making it difficult to afford an average-priced rental. Thirty-one percent earn between \$50,000 and \$99,999, and 26 percent make \$100,000 or more and can afford homeownership. The inflation adjusted median income in Stockton decreased over the last decade.

Table 5: Homeless Point-in-Time (PIT) County, San Joaquin County, January 2022

	Sheltered		Unsheltered		Total	
	Number	Perc.	Number	Perc.	Number	Perc.
Total Households and Persons						
Total Households	637	32.0%	1,355	68.0%	1,992	100.0%
Total Persons	964	41.6%	1,355	58.4%	2,319	100.0%
Gender						
Female	432	18.6%	459	19.8%	891	38.4%
Male	530	22.9%	891	38.4%	1,421	61.3%
Ethnicity						
Hispanic/Latino	315	13.6%	411	17.7%	726	31.3%
Non- Hispanic/Latino	649	28.0%	944	40.7%	1,593	68.7%
Race						
Caucasian	533	23.0%	930	40.1%	1,463	63.1%
Black or African-American	248	10.7%	271	11.7%	519	22.4%
Asian	31	1.3%	35	1.5%	66	2.8%
American Indian or Alaska Native	26	1.1%	23	1.0%	49	2.1%
Native Hawaiian or Other Pacific Islander	19	0.8%	7	0.3%	26	1.1%
Multiple Races	107	4.6%	89	3.8%	196	8.5%

Source: San Joaquin Continuum of Care PIT Count, June 2022.

Figure 3: Nominal and Inflation Adjusted Median Income, 2010 and 2020

Sources: U.S. Census Bureau, American Community Survey 2006-2010 and 2016-2020 five-year sample data; California Department of Industrial Relations, Consumer Price Index, 2022.

Racially and/or Ethnically Concentrated Areas of Poverty (R/ECAP)

U.S. Department of Housing and Urban Development (HUD) collects information on Racially or Ethnically Concentrated Areas of Poverty (R/ECAP) which have non-White populations of at least 50 percent and where at least 40 percent of the population lives at or below the poverty line. R/ECAP tracts are generally concentrated in Downtown and South Stockton, as shown in Figure 4.

TCAC/HCD Opportunity Scores by Census Tract

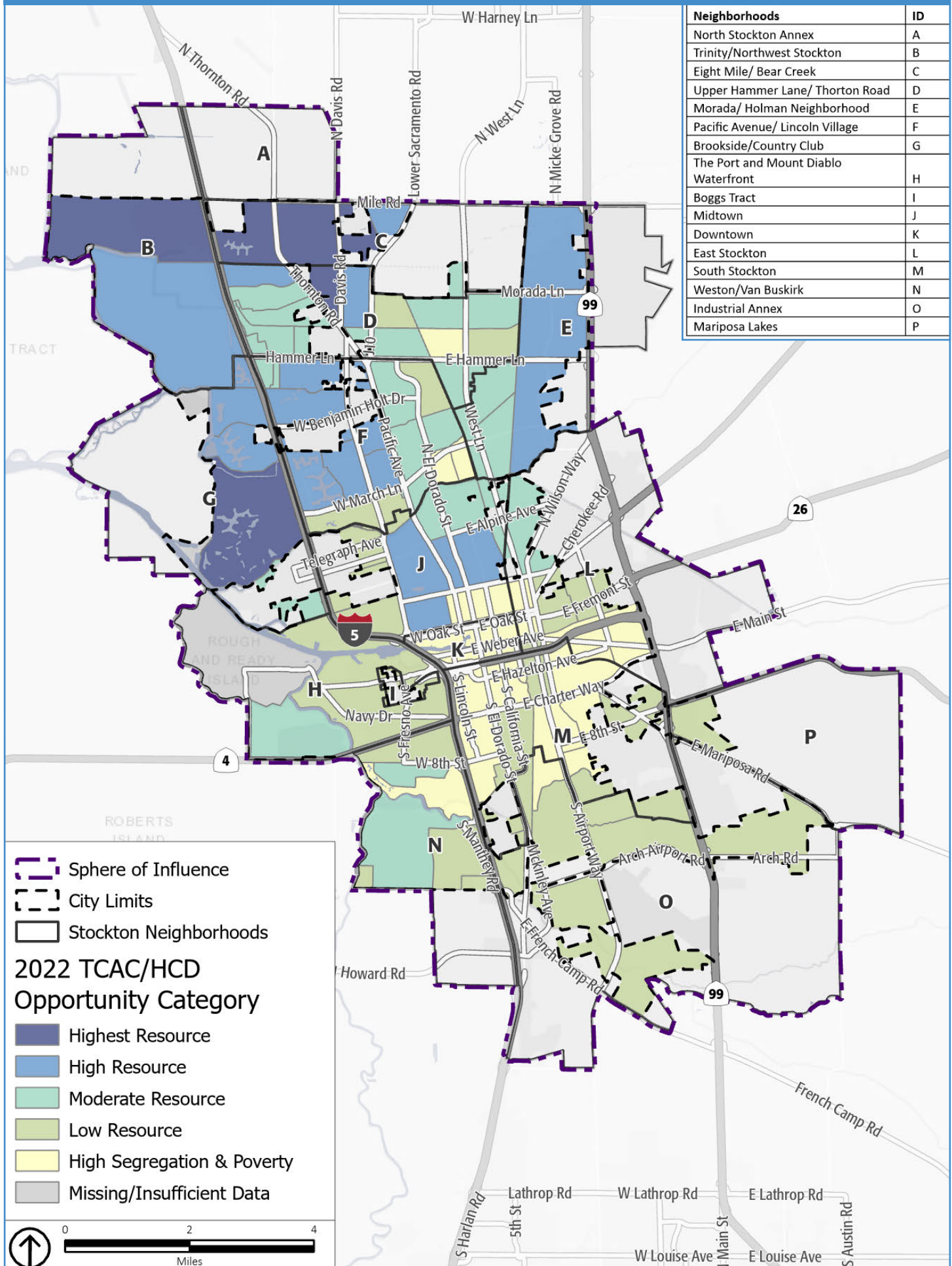
The California Fair Housing Task Force produces Opportunity Maps that identify areas with positive economic, educational, and health outcomes for low-income families. These maps use 21 indicators, categorizing tracts into five groups based on index scores. Figure 5 indicates that:

- ▶ Areas with more resources are mainly found in the north of Stockton, while Downtown has high levels of segregation and poverty.
- ▶ Lower median household incomes and R/ECAPs also correlate with these areas. Most areas south of East Harding Way are either High Segregation and Poverty or Low Resource.
- ▶ The City should encourage both low-income and market rate housing development in these areas to provide a diversity of housing options.
- ▶ It will be important to encourage lower-income housing and market rate rental housing in High and Highest Resource areas to offer lower-income households' greater access to opportunities.

For more information on fair housing topics, as well as for resources to address fair housing issues, please refer to the Assessment of Fair Housing section of the 2023-2041 Housing Element.



Figure 5: TCAC/HCD Opportunity Scores by Census Tract, 2022



Housing Problems

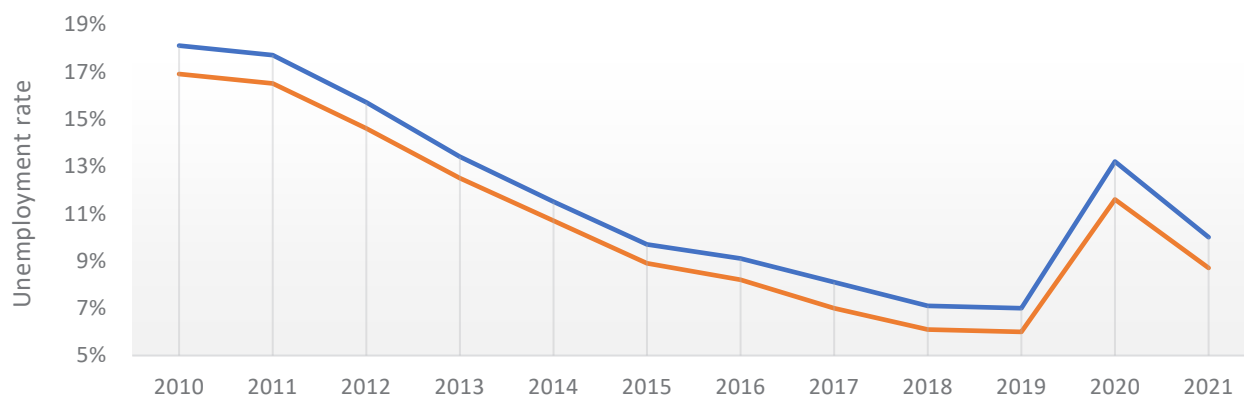
HUD measures housing instability by identifying common housing problems such as high costs, overcrowding, and substandard conditions. Data for Stockton, shown in Table 6, indicate that:

- ▶ Excessive housing cost burden is the most common housing problem, impacting around 60 percent of households earning the median income or less, including both renters and owners.
- ▶ Overcrowding is also a concern, impacting about 10 percent of households.
- ▶ Substandard housing is a problem for less than two percent of Stockton households.
- ▶ Lower income households are more likely to experience housing problems. This is especially true for renters, with over 80 percent of those earning median income or less facing problems.

Employment Characteristics

Stockton is the largest city in San Joaquin County and hosts many of the county's largest employers. The top ten employers, including the school district, hospital, and Amazon, employ around 17 percent of the Stockton workforce. The top three employment sectors are Education and Health Services, Retail, and Transportation, Warehousing, and Utilities. Employment in Stockton accounts for 45 percent of countywide employment. Stockton's unemployment rate is typically higher than the countywide average. Before COVID-19, it had been steadily decreasing from the historic highs caused by the foreclosure crisis and Great Recession, though it remains elevated at around 10 percent. Roughly 22 percent of all households in Stockton are senior households (i.e., headed by a person aged 65 or over) who can often have special housing needs and can face challenges maintaining their housing.

Figure 6: Unemployment Rate, 2010 to 2021



Sources: Bureau of Labor Statistics (BLS), Local Unemployment Statistics (LES).

Table 6: Housing Problems by Tenure and Income Level, City of Stockton, 2014-2018 Five-Year Sample

	0-30% HAMFI (b)		31-50% HAMFI		51-80% HAMFI		81-100% HAMFI		≤ 100% HAMFI	
	Number	Percent	Number	Percent	Number	Percent	Number	Percent	Number	Percent
Owner-Occupied Households ≤ 100% HAMFI (a)										
Substandard Housing (c)	45	1.7%	15	0.5%	15	0.3%	20	0.4%	95	0.6%
Severely Overcrowded (d)	70	2.6%	70	2.3%	110	1.9%	55	1.2%	305	1.9%
Overcrowded (e)	4	0.2%	65	2.1%	390	6.7%	415	9.1%	874	5.4%
Severe Housing Cost Burden (f)	1,675	63.2%	1,425	46.6%	1,420	24.5%	475	10.4%	4,995	31.1%
Housing Cost Burden (g)	220	8.3%	625	20.4%	1,485	25.6%	1,280	28.0%	3,610	22.5%
Zero/Negative Income	380	14.3%	0	0.0%	0	0.0%	0	0.0%	380	2.4%
Subtotal, Owners w/ Problems	2,394	90.4%	2,200	71.9%	3,420	59.0%	2,245	49.2%	10,259	63.8%
Total, Owners ≤ 100% HAMFI	2,649	100%	3,060	100%	5,800	100%	4,565	100%	16,074	100%
Renter-Occupied Households ≤ 100% HAMFI (a)										
Substandard Housing (c)	355	3.3%	165	1.7%	270	2.8%	60	1.2%	850	2.4%
Severely Overcrowded (d)	230	2.2%	290	2.9%	385	3.9%	100	2.0%	1,005	2.9%
Overcrowded (e)	750	7.0%	885	9.0%	960	9.8%	425	8.6%	3,020	8.6%
Severe Housing Cost Burden (f)	6,920	64.7%	4,695	47.7%	870	8.9%	160	3.2%	12,645	35.9%
Housing Cost Burden (g)	860	8.0%	2,930	29.8%	4,595	47.0%	1,495	30.2%	9,880	28.0%
Zero/Negative Income	870	8.1%	0	0.0%	0	0.0%	0	0.0%	870	2.5%
Subtotal, Renters w/ Problems	9,985	93.4%	8,965	91.1%	7,080	72.4%	2,240	45.3%	28,270	80.2%
Total, Renters ≤ 100% HAMFI	10,690	100.0%	9,845	100.0%	9,780	100.0%	4,945	100.0%	35,260	100.0%

Notes: (a) Problems are listed from most severe to least severe. Households may have multiple problems but are counted under the most severe problem.

(b) "HAMFI" is the HUD Area Median Family Income for Stockton-Lodi, CA MSA.

(c) Lacking complete plumbing or kitchen facilities.

(d) Greater than 1.5 persons per room.

(e) 1.01 to 1.5 persons per room.

(f) Housing costs greater than 50% of gross income.

(g) Housing costs greater than 30% but less than 50% of gross income.

Sources: U.S. Department of Housing and Urban Development (HUD), 2014-2018 Comprehensive Housing Affordability Strategy (CHAS) data; BAE, 2022.

Long-Range Growth Forecast

Stockton's growth rate has been moderate since the Great Recession and is expected to continue at a similar pace. The city anticipates a demand for almost 15,000 new housing units between 2020 and 2050, according to the University of the Pacific (UOP) and the San Joaquin Council of Governments (SJCOG).

Table 7: Employment by Industry, 2016-2020

	Stockton		San Joaquin County	
	Number	Percentage	Number	Percentage
Agriculture, Forestry, Fishing and Hunting, and Mining	5,010	3.9%	14,472	4.5%
Construction	9,207	7.1%	27,114	8.5%
Manufacturing	10,425	8.1%	30,223	9.5%
Wholesale Trade	3,679	2.9%	9,655	3.0%
Retail Trade	15,650	12.1%	37,996	11.9%
Transportation, Warehousing, and Utilities	12,342	9.6%	27,176	8.5%
Information	1,358	1.1%	4,015	1.3%
Financial Activities	5,690	4.4%	14,579	4.6%
Professional, Scientific, and Management, and Administrative, and Waste Management Services	10,947	8.5%	30,877	9.7%
Educational and Health Services	28,702	22.3%	65,614	20.5%
Arts, Entertainment, and Recreation, and Accommodation and Food Services	11,358	8.8%	25,917	8.1%
Other Services	7,090	5.5%	15,573	4.9%
Public Administration	7,494	5.8%	16,597	5.2%

Sources: U.S. Census Bureau, American Community Survey 2016-2020 five-year sample data.

Table 8: Population, Household, Housing, and Employment Projections, 2020-2050

	2020	2025	2030	2035	2040	2045	2050	Change, 2020-2050		Avg. Annual Change 2020-2050
								Number	Percent	
City of Stockton										
Population	318,257	335,798	348,258	354,700	359,991	365,114	369,554	51,297	16.1%	0.5%
Household	96,474	102,073	105,132	106,722	108,140	109,358	110,618	14,144	14.7%	0.5%
Housing Units (a)	100,597	109,273	109,625	111,283	112,762	114,032	115,346	14,748	14.7%	0.5%
Employment	157,422	175,080	179,253	182,471	187,520	193,373	200,024	30,098	19.1%	0.8%
San Joaquin County										
Population	773,581	833,053	882,163	917,811	951,985	987,241	1,022,228	248,647	32.1%	0.9%
Household	239,143	258,347	271,810	281,984	292,147	302,229	312,902	73,759	30.8%	0.9%
Housing Units (a)	249,392	269,419	283,459	294,069	304,668	315,182	326,313	76,920	30.8%	0.9%
Employment	330,917	370,763	379,830	386,125	397,901	411,748	427,387	66,984	20.2%	0.9%

Note: (a) Assumes a 4.1 percent vacancy rate to calculate housing units, based on the 2020 Decennial Census vacancy rate for the City of Stockton and San Joaquin County.

Sources: University of the Pacific Center for Business & Policy Research, San Joaquin County Demographic and Employment Forecast, 2022; U.S. Census Bureau, Decennial Census 2020.

Housing Market Conditions

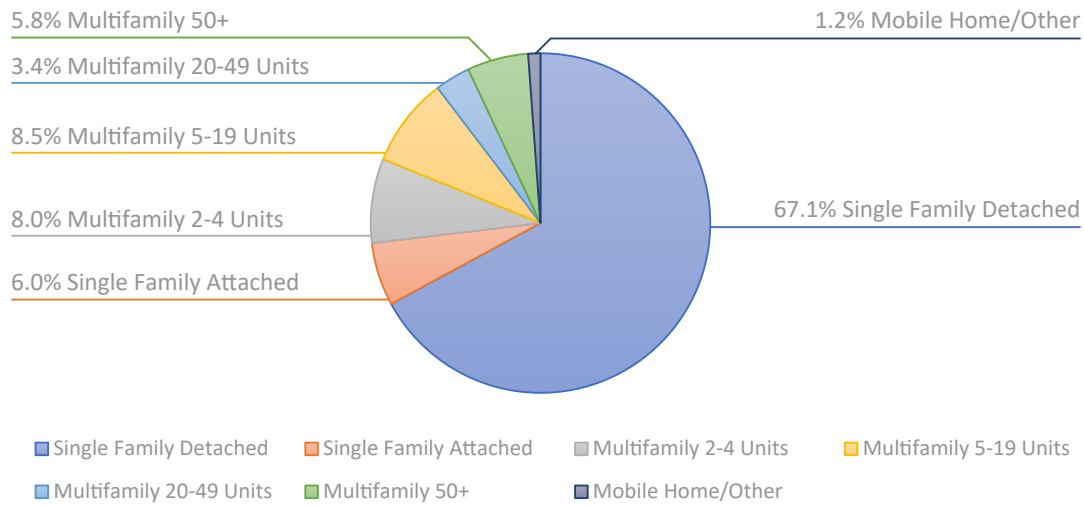
Housing by Units in Structure

Stockton should prioritize preserving naturally occurring affordable housing (NOAH) units, which are smaller and older multifamily properties that serve as affordable housing options for lower- and moderate-income households. These units tend to have lower rents and sale prices, making them beneficial for middle-class and workforce households who may not qualify for housing subsidies but still need assistance. By preserving these NOAH units, the city can accommodate different household needs and income levels.

Building Permit Trends

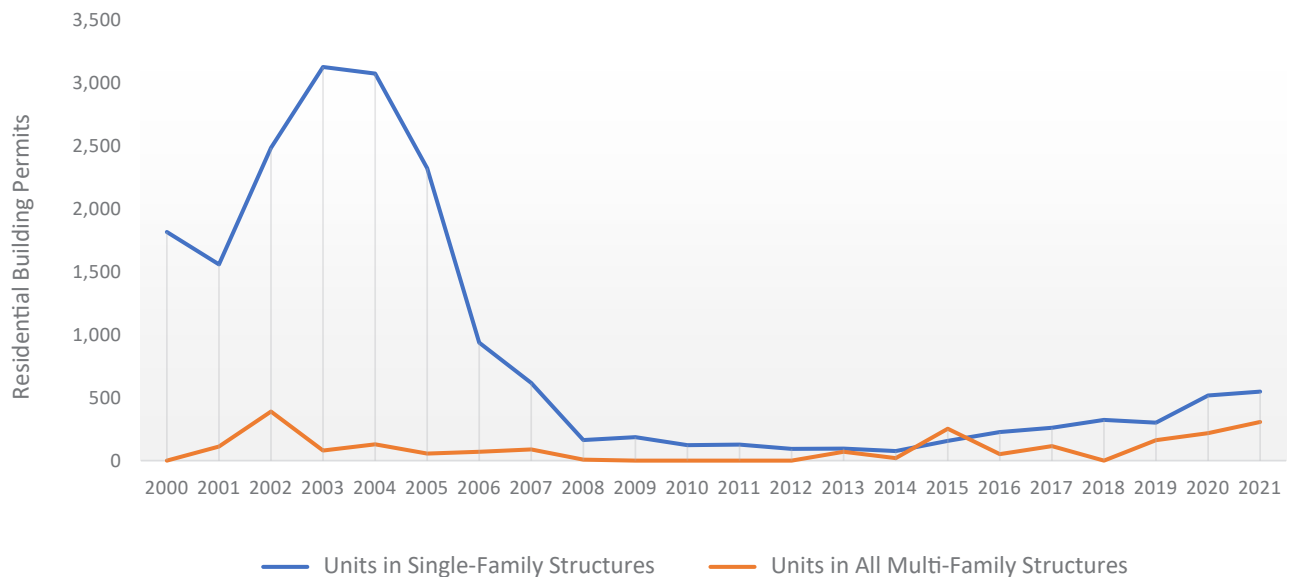
A graph in Figure 8 shows building permit trends in Stockton from 2000 to 2021. Building increased between 2001 and 2005, decreased due to foreclosures in 2008, then rose again after 2015. Multifamily units make up 30-35 percent of new construction, though single-family units remain in the majority. Stockton permits construction of an average of 400 to 500 new residential units per year, including both single- and multifamily units. Recent trends indicate increased multifamily building activity in Stockton.

Figure 7: Housing by Units in Structure, 2016-2020 Five-Year ACS



Sources: U.S. Census Bureau, American Community Survey 2016-2020 five-year sample data.

Figure 8: Residential Building Permits, 2000-2021



Sources: HUD State of the Cities Data Systems, 2022.

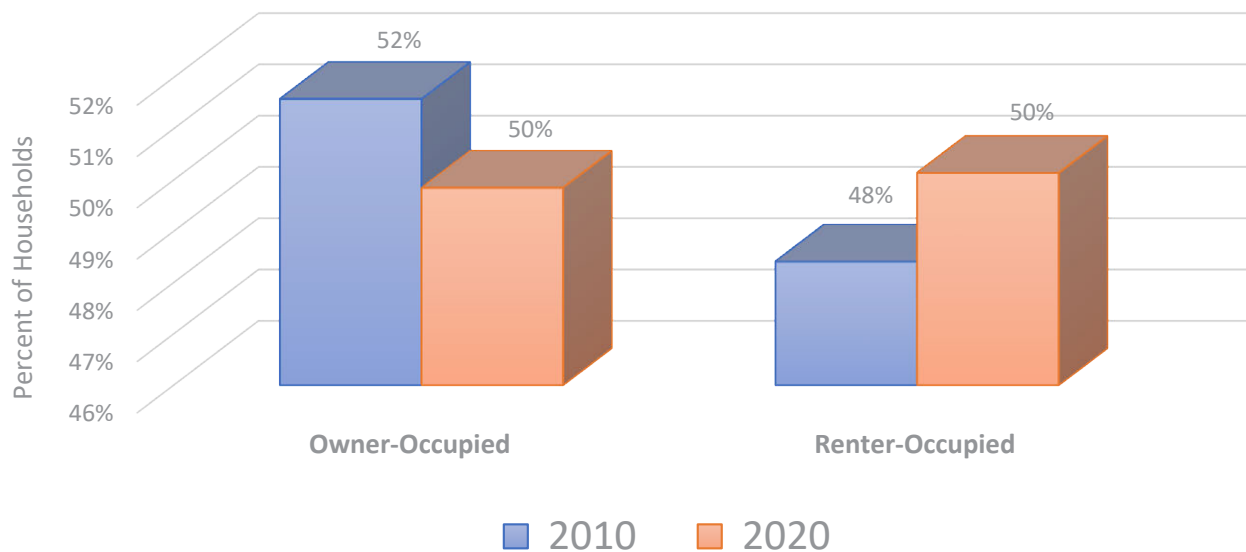
Household Tenure (Renter vs. Owner)

The length of time a household stays in a unit affects housing stability and wealth creation. Homeowners have fixed costs, can save more, and benefit from equity appreciation. Renters face instability due to rising costs. Stockton's homeownership rate declined over the decade, while renters increased, indicating a need for more entry-level homeownership options and rental housing. Detached single-family homes make up a large portion of Stockton's rental inventory, accounting for 44 percent. In contrast, only around 27 percent of rental homes in California are single-family homes.

Housing Vacancy

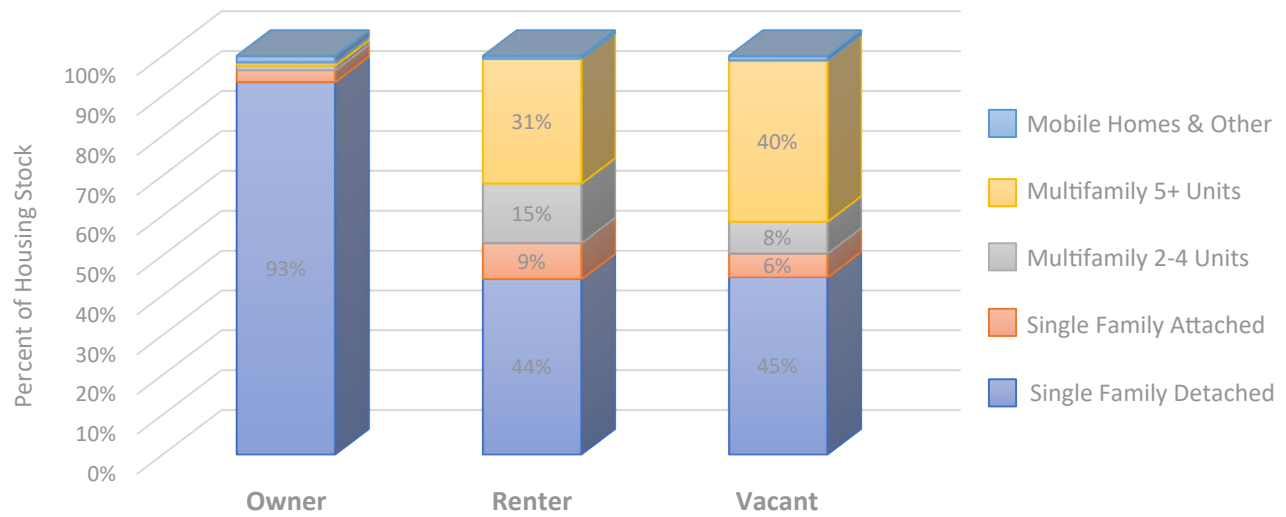
Figure 10 shows that 50 percent of vacant housing units are single-family homes, while 48 percent are multifamily apartments (mostly with five or more units). The rest are mobile homes and other unconventional shelters like cars and motorhomes. Meanwhile, Figure 11 shows that home ownership opportunities are limited by a vacancy rate of less than 1 percent. The overall rental market seems notably healthier with a vacancy rate just under 5 percent. Nonetheless, there is a mismatch between household needs and the characteristics of the available rental inventory.

Figure 9: Percent of Households by Tenure, 2010 and 2020



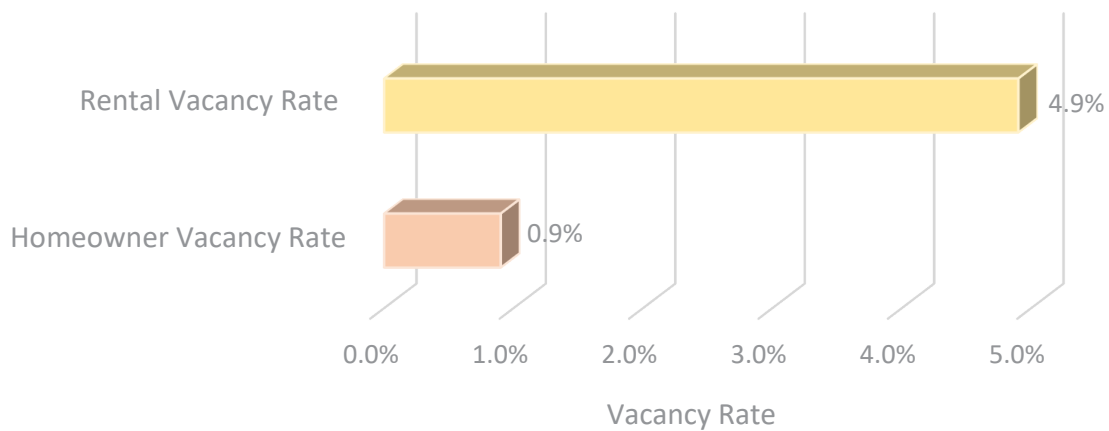
Sources: U.S. Census Bureau, American Community Survey 2016-2020 five-year sample data.

Figure 10: Percent of Housing Stock by Tenure and Units in Structure, 2020



Sources: U.S. Census Bureau, American Community Survey 2016-2020 five-year sample data.

Figure 11: Functional Vacancy Rate by Tenure, 2020



Sources: U.S. Census Bureau, American Community Survey 2016-2020 five-year sample data.

Rental Market Conditions

Table 9 reports data on multi-family rentals by unit size, including asking rents and vacancy rates. As of Q1 2022, Stockton's average rent for multi-family units increased 9.4% to \$1,370.

Table 9: Multifamily Residential Market Summary by Unit Size, City of Stockton, Q1 2022

	Studio	1BD	2BD	3BD	4+ BD	All Units
Inventory, Q1, 2022 (Units)	1,419	7,512	6,519	1,007	9	16,466
% of Units	8.6%	45.6%	39.6%	6.1%	0.1%	100.0%
Occupied Units	1,362	7,239	6,312	979	9	15,901
Vacant Units	57	273	207	28	0	565
Vacancy Rate	4.0%	3.6%	3.2%	2.8%	3.1%	3.4%
Avg. Unit Size (sf)	516	634	925	1,220	1,232	784
Ave. Asking Rents						
Avg. Asking Rent, Q1 2021	\$1,004	\$1,098	\$1,425	\$1,354	\$1,341	\$1,254
Avg. Asking Rent, Q1 2022	\$1,065	\$1,221	\$1,542	\$1,452	\$1,381	\$1,370
% Change Q1 2021 - Q1 2022	6.1%	11.2%	8.2%	7.2%	3.0%	9.3%
Ave. Asking Rents Per SF						
Avg. Asking Rent, Q1 2021	\$2.05	\$1.76	\$1.55	\$1.10	\$1.09	\$1.60
Avg. Asking Rent, Q1 2022	\$2.20	\$1.97	\$1.68	\$1.19	\$1.12	\$1.75
% Change Q1 2021 - Q1 2022	7.3%	11.9%	8.4%	8.2%	2.8%	9.4%

Sources: CoStar Group, 2022.

Table 10 provides affordable rent estimates for different household sizes and income categories based on 2022 HCD income limits and utility allowances. By comparing these estimates to average market-rate rents in Table 9, we can see that moderate-income households can generally

afford average market-rate multifamily rental housing. However, most low-, very low- and extremely low-income households of all sizes may struggle to afford an average-priced rental apartment in Stockton.

Table 10: Affordable Rental Rates, San Joaquin County, 2022

2022 HCD Income Limits (a)	Persons Per Household				
	One	Two	Three	Four	Five+
Extremely Low-Income (30% MFI)	\$17,400	\$19,900	\$23,030	\$27,750	\$32,470
Very Low-Income (50% MFI)	\$29,000	\$33,150	\$37,300	\$41,400	\$44,750
Low-Income (80% MFI)	\$46,350	\$53,000	\$59,600	\$66,200	\$71,500
Moderate-Income (120% MFI)	\$71,400	\$81,600	\$91,800	\$102,000	\$110,150
Affordable Rents (b)	Unit Size				
	Studio	1BD	2BD	3BD	4+BD
Extremely Low					
1-Person	\$333	\$313			
2-Person		\$376	\$340		
3-Person			\$418	\$379	
4-Person			\$536	\$497	\$455
5-Person				\$615	\$573
Very Low					
1-Person	\$623	\$603			
2-Person		\$707	\$671		
3-Person			\$775	\$736	
4-Person			\$877	\$838	\$796
5-Person				\$922	\$880
Low					
1-Person	\$1,057	\$1,037			
2-Person		\$1,203	\$1,167		
3-Person			\$1,332	\$1,293	
4-Person			\$1,497	\$1,458	\$1,416
5-Person				\$1,591	\$1,549
Moderate					
1-Person	\$1,683	\$1,663			
2-Person		\$1,918	\$1,882		
3-Person			\$2,137	\$2,098	
4-Person			\$2,392	\$2,353	\$2,311
5-Person				\$2,557	\$2,515

Notes: (a) Income limits are based on the HCD-adjusted median family income of \$85,000 (\$2022).

(b) Affordable rents equal to 30 percent of gross monthly income, minus a utility allowance. The utility allowance is published by the Housing Authority in 2022. Utility allowance estimates assume that all heating, cooking, and water heating would be done using natural gas. Other electricity usage is also included, accounting for lighting, refrigeration, and small appliances.

Sources: HCD, 2022; Housing Authority County of San Joaquin, 2022.

For-Sale Market Conditions

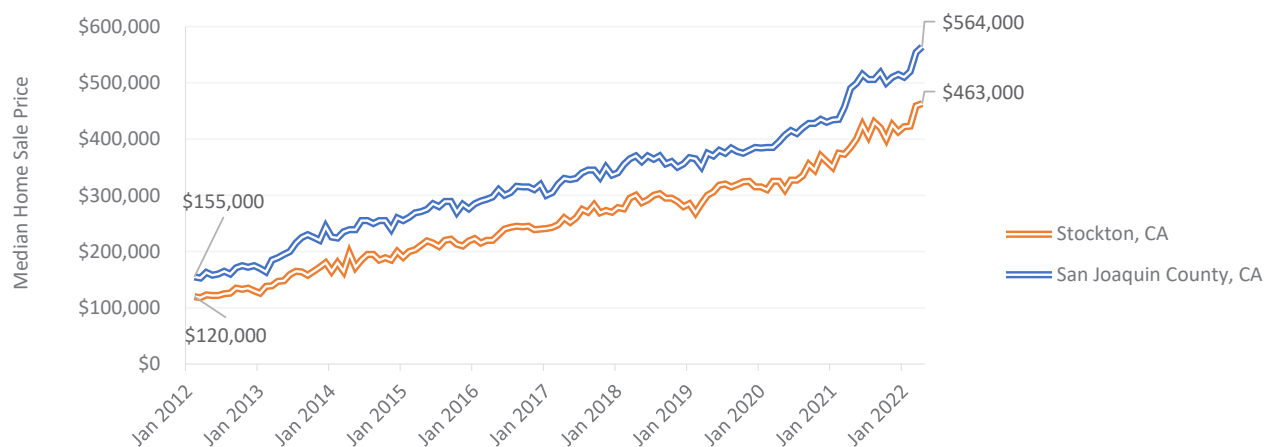
From November 2021 to April 2022, 1,705 single-family homes and 88 condos were sold in Stockton. The median sale price for a single-family home \$425,000, with a median price of \$195,000 for condos.

Table 11: Home Sale Distribution, City of Stockton November 2021 to April 2022

Single-Family Homes	1BD	2BD	3BD	4+BD	Total	Percent
Sale Price Range						
Less than \$300,000	9	112	61	22	204	12.0%
\$300,000-\$399,999	2	191	259	34	486	28.5%
\$400,000-\$499,999	1	28	337	141	507	29.7%
\$500,000-\$599,999	0	9	121	197	327	19.2%
\$600,000 or more	1	6	45	129	181	10.6%
Total Units Sold	13	346	823	523	1,705	100%
Percent of Total	0.8%	20.3%	48.3%	30.7%	100%	
Summary Statistics						
Median Sale Price	\$259,000	\$325,000	\$420,000	\$520,000	\$425,000	
Average Sale Price	\$294,577	\$345,650	\$435,941	\$541,069	\$448,788	
Average Unit Size (SF)	\$770	\$1,061	\$1,543	\$2,278	\$1,665	
Median Price per SF	\$373	\$318	\$289	\$238	\$279	
Average Price per SF	\$384	\$338	\$288	\$241	\$284	
Condominiums	1BD	2BD	3BD	4+BD	Total	Percent
Sale Price Range						
Less than \$150,000	11	11	0	0	22	25.0%
\$150,000-\$199,999	7	17	2	0	26	29.5%
\$200,000-\$249,999	1	11	1	0	13	14.8%
\$250,000 or more	0	22	5	0	27	30.7%
Total Units Sold	19	61	8	0	88	100%
Percent of Total	21.6%	69.3%	9.1%	0.0%	100%	
Summary Statistics						
Median Sale Price	\$145,000	\$215,000	\$260,000	n.a.	\$195,000	
Average Sale Price	\$224,926	\$224,926	\$224,926	n.a.	\$211,648	
Average Unit Size (SF)	\$595	\$991	\$1,255	n.a.	\$929	
Median Price per SF	\$237	\$236	\$220	n.a.	\$236	
Average Price per SF	\$224	\$224	\$224	n.a.	\$228	

Note: Data reflect full and verified sales from November 1, 2021, to April 30, 2022.

Sources: ListSource, 2022.

Figure 12: Median Home Sale Price, All Unit Types, February 2012 to April 2022

Sources: Redfin.com.

Home prices in Stockton and San Joaquin County have increased significantly over the last decade. The median sale price increased by 264 percent countywide and 286 percent in the city, which outpaced household income growth over the same period, making homeownership less achievable. While condos are a more affordable for-sale option, there are relatively few located in Stockton.

Stockton should prioritize infill housing and produce more small, attached, housing units to encourage sustainable homeownership at all income levels. Building condos and townhomes could ease the shortage of for-sale homes and complement the construction of market rate and below market rate single-family homes and apartments for a more diverse range of housing options.

Emergency and Transitional Housing Resources

Table 29 on page 91 and Table 32 on page 100 summarize the transitional, supportive, and emergency shelter facilities in Stockton as of 2022. The majority of facilities serve unaccompanied males and females, adult couples without children, and single-parent and two-parent families.

Table 12: Affordable Home Sale Prices, 2022

2022 HCD Income Limits (a)	Persons Per Household							
	One	Two	Three	Four	Five+			
Extremely Low-Income (30% MFI)	\$17,400	\$19,900	\$23,030	\$27,750	\$32,470			
Very Low-Income (50% MFI)	\$29,000	\$33,150	\$37,300	\$41,400	\$44,750			
Low-Income (80% MFI)	\$46,350	\$53,000	\$59,600	\$66,200	\$71,500			
Moderate-Income (120% MFI)	\$71,400	\$81,600	\$91,800	\$102,000	\$110,150			
	Amount Avail. For Housing	Principal & Interest	Prop. Tax	Prop. Insur.	Mortgage Insurance	Total Monthly Payment	Down Payment	Affordable Sale Price
1-Person Household								
Extremely Low	\$450	\$332	\$17	\$61	\$41	\$450	\$3,171	\$60,392
Very Low	\$749	\$552	\$28	\$101	\$67	\$749	\$5,277	\$100,519
Low	\$1,197	\$882	\$45	\$162	\$108	\$1,197	\$8,434	\$160,643
Moderate	\$1,845	\$1,360	\$70	\$249	\$166	\$1,845	\$12,999	\$247,608
2-Person Household								
Extremely Low	\$514	\$379	\$19	\$69	\$46	\$514	\$3,622	\$68,981
Very Low	\$856	\$631	\$32	\$116	\$77	\$856	\$6,031	\$114,879
Low	\$1,369	\$1,009	\$52	\$185	\$123	\$1,369	\$9,646	\$183,726
Moderate	\$2,108	\$1,553	\$80	\$285	\$190	\$2,108	\$14,852	\$282,904
3-Person Household								
Extremely Low	\$595	\$438	\$23	\$80	\$54	\$595	\$4,192	\$79,852
Very Low	\$964	\$710	\$37	\$130	\$87	\$964	\$6,792	\$129,373
Low	\$1,540	\$1,135	\$58	\$208	\$139	\$1,540	\$10,850	\$206,675
Moderate	\$2,372	\$1,748	\$90	\$321	\$214	\$2,372	\$16,713	\$318,334
4-Person Household								
Extremely Low	\$717	\$528	\$27	\$97	\$65	\$717	\$5,052	\$96,225
Very Low	\$1,070	\$788	\$41	\$145	\$96	\$1,070	\$7,539	\$143,599
Low	\$1,710	\$1,260	\$65	\$231	\$154	\$1,710	\$12,048	\$229,490
Moderate	\$2,635	\$1,942	\$100	\$356	\$237	\$2,635	\$18,566	\$353,630
5-Person Household								
Extremely Low	\$839	\$618	\$32	\$113	\$76	\$839	\$5,911	\$112,598
Very Low	\$1,156	\$852	\$44	\$156	\$104	\$1,156	\$8,145	\$155,141
Low	\$1,847	\$1,361	\$70	\$250	\$166	\$1,847	\$13,014	\$247,876
Moderate	\$3,463	\$2,552	\$131	\$468	\$312	\$3,463	\$24,399	\$464,751

Note: (a) Income limits are based on the HCD-adjusted median family income of \$85,000 (\$2022).

(b) Based on the following ownership cost assumptions:

% of Income for Housing Costs - 31%

Down payment - 3.50%

Annual interest rate - 5.22%

Loan term - 30

Upfront mortgage insurance - 1.75%

Annual mortgage insurance - 0.85%

Annual property tax rate - 1.21%

Annual homeowners insurance - 0.29%
Sources: California Department of Housing and Community Development (HCD); California Department of Insurance, Homeowners Premium Survey; Freddie Mac.

Housing Capacity (Available Land)

The city has enough land for 53,000 to 67,000 new housing units according to the land analysis in the HAP Housing Supply section and the 2023-2031 Housing Element. Challenges and recommended action for the City's entire housing capacity and future supply are outlined in Section 4 of the HAP.

Development Costs

The following sections summarize costs related to **New Housing Construction** and **Preservation**.

New Housing Costs

Analysis prepared by BAE Urban Economics, presented in Appendix 4, indicates that residential development in Stockton as of 2023 cost an average of around \$300,000 to nearly \$600,000 per unit, depending on the type of structure. Larger detached single-family homes, such as those being constructed in north Stockton, can cost up to \$580,000 per unit to construct. Meanwhile, smaller attached housing types like cottage courts and duplex or triplex units in in-fill locations can cost between \$300,000 and \$350,000 per unit to build. The total cost for low- and mid-rise apartments is somewhat higher at just over \$400,000 per unit.

Land Costs

One way that developers evaluate the feasibility of new development, given prevailing construction and financing costs, is based on the residual land value that a certain housing type can support. The value of the land is determined by development potential, owner expectations, and disincentives for keeping it undeveloped. In California, Prop. 13 alleviates pressure to develop

underutilized land due to increasing property tax burdens. Larger builders generally purchase land on a speculative basis and then hold the land until development becomes feasible. Smaller developers often have a reduced capacity to buy and hold land long-term, making the price of land a more important factor in their financial calculations.

According to research conducted by BAE Urban Economics in 2023, the per acre cost for residentially zoned land in Stockton can range from the low- to mid-\$200,000's for larger greenfield sites and for sites zoned for low-rise multifamily development. Smaller in-fill sites suitable for moderately sized attached housing projects are generally priced between \$300,000 and \$400,000 per acre. Larger downtown sites suitable for high rise and mixed use development are considerably more expensive at \$700,000 to \$1.0 million per acre.

Construction Costs

The costs associated with acquiring the materials and labor to build the physical structure of a home (i.e., foundations, walls, roofs, and internal systems) are known in the industry as hard construction costs. Hard costs exclude the cost of architectural design, legal fees, developer overhead, etc. Hard construction costs typically vary based on the project type (e.g., single-family, duplex/triplex, low-rise apartment, mid- or high-rise apartment or condominium).

Hard costs associated with detached and attached single-family construction generally range from around \$130 to \$180 per building square foot, with the exact value varying based on unit size and project scale. Hard costs for low- and mid-rise apartment development, assuming wood frame construction, are closer to \$200 per square foot. High-rise construction costs con-

siderably more at around \$258 per square foot due to the use of structural steel and concrete construction methods compared to traditional timber framing.

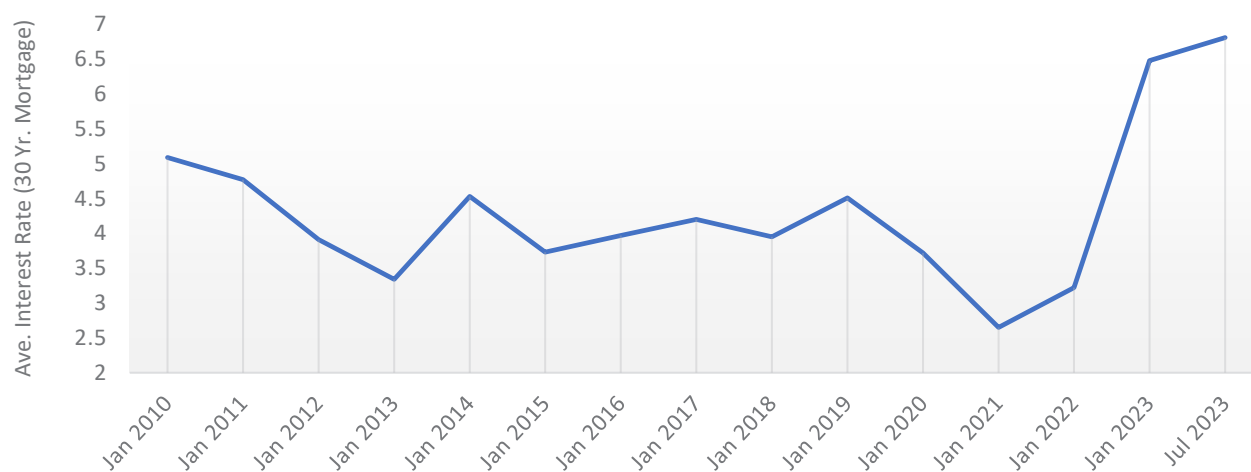
Construction and Permanent Financing

Interest rates also have a significant impact on development feasibility, both in terms of the cost to secure construction financing, as well as the relative debt service burden that the project must support upon stabilized occupancy. For example, an increase in a developer's construction loan cost increases the amount of revenue (i.e., rents or for-sale prices) that the project has to generate in order to justify construction. Alternatively, increasing financing costs can also reduce the amount that builders are willing and able to spend on acquiring land. Unfortunately, land prices tend to be sticky and resistant to rapid change. Also, for for-sale construction, increasing interest rates

have a significant impact on consumer buying power, reducing the purchase price that buyer households can afford at the same monthly payment amount. As illustrated below, interest rates have been at historic lows since the mid-2000s, but have since increased significantly in 2022 and early-2023 in response to rising inflation. As of July of 2023, consumer interest rates reached a high of 7 percent.

Interest rates are high, putting downward pressure on housing prices. However, low inventory in the single-family housing market has kept prices relatively high despite the predicted decrease.

Figure 13: Historical Mortgage Rates, 30-Year Fixed



Sources: Freddie Mac, Primary Mortgage Rate Survey, 2023.

Recommended Actions

The following actions expand on the Housing Element Goals and Programs and address specific challenges in Stockton's Housing Market for current and future housing needs.

COLLABORATION

The following actions shall continually be conducted to improve collaboration and inventory the needed resources and partnerships for additional action.

HAP-ACTION 2.1: Property Owner Outreach

Conduct targeted outreach to property owners in the Transformational Areas identified by the HAP and communities in the Neighborhood Action Plans to learn why they may leave a site undeveloped or underutilized. Explain any applicable incentives or programs the City offers that may assist the property owner with developing the site.

HAP-ACTION 2.2: Implementation Tracking on City's Website

The city will enhance its online monitoring of the Housing Element Program and Action Plan implementation and provide more frequent status updates, a list of resources and links, contacts, workshops, and hearing materials, and any quantitative information. This online monitoring will be built from the City's required annual progress reports to accurately assess program success.

HAP-ACTION 2.3: Task Force

Create a task force of City, stakeholders, business, and regional partners to explore identified struggling commercial corridors in the City and propose actions that could include analysis of existing factors, partners, business and housing opportunities, and residential feedback. Corridors can include Martin Luther King/Charter Way, Main Street, Wilson Way, and others. The group could explore starting a comprehensive corridor redevelopment strategy in the central area of a community is a wise choice. The attention to the downtown area and central city, along with corridors and urban villages, allowed for the concentration of resources and a phased approach to redevelopment, creating synergies between the urban villages and commercial corridors. The group could explore.

- Improving the image and identification of the corridor
- Recruiting new businesses and reducing vacancies
- Improving street and alley lighting
- Improving transit opportunities and conditions, including bus stops
- Improving safety and security
- Improving maintenance of infrastructure, including streets, alleys, and sidewalks
- Increasing the mix of land uses
- Upgrading basic streetscapes in some areas and better maintaining existing streetscape in other areas

HAP-ACTION 2.4: Market City Land

The City must market available land to affordable housing developers in accordance with the Surplus Land Act. It can also consider relocating public uses to make sites available for affordable housing, particularly in high-resource areas. Collaborating with other public agencies is important.

Other City Actions:

- Coordinate and track federal and state legislative changes and funding. Housing Element
- Improve City Branding efforts. Economic Development Strategic Action Plan

Resources

The following actions focus on exploring, capturing, and maintaining funding for current and future housing needs.

HAP-ACTION 2.5: Maintain Prohousing Designation

The City shall strive to maintain its State Prohousing Designation to enhance its chances of remaining competitive for State funding grant programs in housing, transportation, infrastructure, and land use.

HAP-ACTION 2.6: On-Going Financial Assistance

Should the City be unable to reduce upfront costs, the City should explore ongoing financial assistance for rehabilitated buildings for residential use. These ongoing cost savings are intended to incentivize development and reduce the time needed to break even and profit from a reuse project. Ongoing options could include:

- Tax reductions
- Fee reductions for tenants
- Fee deferrals

HAP-ACTION 2.7: Balance requirements and incentives to encourage income diversity in housing projects.

The city could explore the following options to facilitate the production of housing projects that includes income diversity. This will also align with areas of the City identified in the Citywide Displacement study as being areas most likely to suffer from Gentrification and Displacement impacts.

- ▶ Establish a mixed-income ordinance that requires housing projects to provide housing diversity and/or affordability diversity (i.e., 70% market, 30% affordable to low/very low income). In addition to the standards, outline possible waivers that would allow flexibility in the requirement should the project provide some public benefit or fee. This can include land dedication for housing or civic uses, payment of in-lieu and linkage fees, or other public benefits provided by the project.
- ▶ Create informational handouts to educate developers on the benefits made available for projects that demonstrate housing and income diversity.

HAP-ACTION 2.8: Explore options for Rental Assistance Programs

The City will research affordable alternatives to up-front payments such as low- or no-interest loans, grants, and supportive services to reduce housing barriers for all residents. This includes the exploration of a Fair Chance Ordinance limiting the use of criminal records by landlords when screening tenants.

HAP-ACTION 2.9: Tenant-Based Housing Choice Vouchers

The City, with assistance from the Housing Authority, will explore Housing Choice Vouchers (HCVs) to provide affordable housing options for very low- and extremely low-income households in Stockton. This will include implementing Small Area Fair Market Rents, a Landlord Incentive Program based on federal funding, and providing landlord education on program benefits. The City will also consider other best practices to encourage new landlords to participate.

HAP-ACTION 2.10: Ownership Protection Programs

The City shall promote and expand programs that support existing homeowners in affording and maintaining their homes, including home repairs and foreclosure prevention, focusing on people of color and vulnerable populations, such as low-income households, the elderly, and people with disabilities. This includes resources and tools for ownership kept on the City's website.

HAP-ACTION 2.11: Historic Preservation Fund

Promote funding sources for historic preservation, such as California's Mills Act Property Tax Abatement Program, Federal Historic Preservation Tax Incentives Program, and State Historic Rehabilitation Tax Credit Program. These incentivize the rehabilitation and protection of historic resources in the Study Area.

HAP-ACTION 2.12: Increase Regulatory Incentives

The City shall work with developers and other stakeholders on replicable site plans or architectural plans to reduce pre-development costs and expedite the planning approval process for a variety of ADA-accessible housing types that could include.

- Enhanced typologies
- State Approved Designs (modular, etc.)
- Pre-Approved duplexes, triplexes, fourplexes, bungalow courts, and
- Other workforce housing types, that can be used throughout the City.

HAP-ACTION 2.13: Mitigation and Linkage Fees

The city should explore additional financing options that include:

- ▶ Establishment of a dedicated housing production fund that could be used to leverage other funding or be applied directly to qualified housing projects or efforts. The city could work with partners to match funds for new development or help offset the upfront cost of leasing or first-time home-buying programs.
- ▶ Apply housing mitigation fees for discretionary projects that impact housing demand.
- ▶ Any fee would require a nexus study prior to adoption to indicate impacts, costs, and anticipated exaction.
- ▶ New commercial or industrial development to meet the housing demand they generate, particularly the need for affordable housing for lower-income workers.

- ▶ Project seeking waivers to various standards or fees.

HAP-ACTION 2.14: Inclusionary Housing

Explore the strategic use of inclusionary housing for projects to provide more diversity in housing choices. This can be applied on a case-by-case review for projects seeking discretionary review, Development Agreement, or financial assistance and include the following options:

- ▶ Require inclusionary for select areas or when a project requires discretionary approval. Discretionary approvals can include tentative subdivision maps, Master Plans, Specific Plans, Planned Developments, general plan changes and/or zoning designation, annexation, development agreements, and financial assistance or fee waivers for items unrelated to housing.
- ▶ Require a percentage of residential land be higher-density housing
- ▶ Require a percentage of residential units to be set aside for various income groups
- ▶ Require dedication of land to the City for affordable housing-related projects
- ▶ Allow waiver of the required land/units through the payment on an inclusionary in-lieu fee that could be applied to future housing projects.
- ▶ Allow waiver of the required land/units/ dedication/fees for other items that provide additional support to residents (parks, civic uses, job training)

HAP ACTION 2.15: Funding Partners

Partner with the State for new dedication of State resources A. Refers to the CA Auditor's report that calls for real coordination of resources between State funding agencies and between the State and Local jurisdictions and more efficient use of capital subsidies.

Increase Ownership

The following actions are intended to increase ownership opportunities.

HAP-ACTION 2.16: Increase Homeowners Programs In areas Of low Ownership

The City shall target outreach on homeownership programs and other housing opportunities to residents in areas at risk of displacement and gentrification and to populations historically excluded from homeownership by discriminatory mortgage lending practices.

HAP-ACTION 2.17: First-Time Homebuyer Assistance

The City shall seek resources for local down payment assistance programs and continue to apply for funding to support first-time homebuyer assistance programs. Available funding programs currently include the following: CalHome First-time Homebuyer Mortgage Assistance Program (CalHome), Building Equity and Growth in Neighborhoods Program (BEGIN), and Mortgage Credit Certificate Program (MCC). The City shall work with service providers and identify community partners to market these homeownership programs to residents in areas at risk of displacement and gentrification and to populations that have historically been excluded by discriminatory mortgage lending practices.

HAP-ACTION 2.18: Down-payment Assistance.

Work with San Joaquin County to conduct targeted outreach on the San Joaquin County to renters in the Study Area to provide down-payment assistance to interested and eligible lower-income, first-time homebuyers. This includes community-based organizations (CBOs) and other potential community partners that are working with interested low-income community members to develop new forms of community-driven, collective ownership models and wealth-building strategies for lower-income residents (e.g., co-op housing, community land trusts) to identify ways the City can support these efforts. The City shall work with communities at-risk of displacement to evaluate these ownership models.

HAP-ACTION 2.19: Local Financing for Affordable Housing

The City shall study the feasibility of developing local financing strategies to help finance affordable housing. Some options could include reviewing and evaluating the viability of creating a public bank to help finance affordable housing, among other public goals, and forming a consortium of locally serving banks to develop a source of capital for residential builders who agree to target their housing product to the needs of the local economy.

HAP-ACTION 2.20: Land Acquisition Assistance

Commit to a meaningful expansion of community ownership through preservation housing acquisition which opens opportunities for community control of land and housing, meaningful tenant protections, and strong tenant participation.

HAP-ACTION 2.21: Support Condominium Conversions for Low-Income Ownership

To increase ownership opportunities in areas with low ownership and vacant land for new home sales, the city should partner with groups to explore converting the apartment and multi-unit residential properties into condominiums for residents to lease to own or purchase outright. The proposals would include owner participation, possible land acquisition, building review, and legal review.

HAP-ACTION 2.22: Community Land Trusts

Explore the option of land trust with property owners, stakeholders, and nonprofits in the communities. The City can provide information to these groups via the Internet and mail notices and attend community functions to spread education and awareness for groups interested in the concept.

Supportive Services

The following actions are intended to provide additional resources to residents.

HAP-ACTION 2.23: Possible Rent Escrow Programs

The City shall explore the feasibility and implementation of the Rent Escrow Account Program. If implementing an ordinance is deemed infeasible or ineffective, the City shall coordinate with stakeholders to identify alternative approaches to addressing the needs of tenants.

HAP-ACTION 2.24: Workforce Training

The City shall support efforts to connect low-income residents with financial empowerment resources, homeownership programs, small business assistance, living wage jobs, and workforce

training resources and services. A list of these resources shall be placed on the City's website. This includes working with local high school districts, higher educational institutions, related non-profit agencies, and representatives of the building trades through the creation and regular convening of a taskforce to do outreach and educate youth on construction job options and benefits, develop training pathways and system coordination, and enhance programs to ensure sufficient, local skilled labor within our region.

HAP-ACTION 2.25: Rental Home Inspection

The City will explore the implementation of a Rental Housing Inspection Program. Building inspectors will inspect rental properties for compliance with building codes and safety standards. Corrective notices will be issued. The City will annually report the number of units inspected, violations found, and actions taken. Community-based organizations will provide education on the program to tenants and landlords.

HAP-ACTION 2.26: School Districts

Work with School districts to explore:

- Fee waivers for affordable housing.
- Available land for housing and civic uses.
- Educational options for underserved areas.
- Additional after-hour programs for childcare and job training.
- Joint-Use Agreements for job training and use of facilities.

3. Housing Supply

Where the Housing Element identifies sites needed to meet the mandated Regional Housing Needs Allocation (RHNA), the capacity and priority sites section of the HAP identifies additional land that may be available for residential development beyond what is needed to meet near term requirements based on the 2040 General Plan. In addition to summarizing the City's residential development capacity, this section also identifies 10 priority housing sites that represent near-term targets for housing development and redevelopment which may function to help stabilize community conditions or which may function as catalyst projects that demonstrate the feasibility of development in transitional neighborhoods.

Main Takeaways

- ▶ The City has ample land to accommodate existing and future housing needs.
- ▶ A significant amount of infrastructure (new and improved) is needed to accommodate development of the land. Typically, this is accomplished through private development when a project is proposed; however, the upfront cost is impacting upfront costs for new housing projects.
- ▶ There are additional housing resources in the reuse of buildings; however, development costs typically make these infeasible compared to the anticipated revenues for their locations.
- ▶ Financial challenges exist in both the private and public sectors to fund the necessary hard and soft cost in producing more homes.
- ▶ Increased annexations of land within the City's ultimate growth boundary (i.e., Sphere of Influence) may trigger the need to annex existing homes and nonresidential uses that have added infrastructure needs.

Main Solutions

- ▶ Proactive coordination of policy with infrastructure planning and funding in areas that will result in the largest public benefit for the community. These areas include the downtown business district, marina, as well as south and east Stockton communities.
- ▶ Enhance communication, both internally for the City and externally with the public in defining and acting on challenges to housing production. This includes policy direction to staff, proactive marketing of City resources and opportunities, enhanced communication with residents and community groups, and enhanced permit review coordination.
- ▶ Increase Public-Private Partnerships for policy creation and funding. Includes the use of special financing districts, incentivized zoning and funding, reliance of private agreements (i.e., Development Agreements), and enhanced regulations and exactions.

Estimated Demand Versus Total Capacity

Market research prepared for the Envision Stockton 2040 General Plan in 2016 identified potential demand for roughly 18,000 to 33,000 new housing units in Stockton between 2020 and 2040.² The analysis estimated that around 30 percent of the forecasted demand will be for multifamily rental housing, based on a comparison between projected household growth by income level and current market housing prices. More recent projections published in 2020 by the San Joaquin Council of Governments (SJCOCG) and the University of the Pacific (UOP) Center for Business and Policy Research, reported in Table 8, indicate that the demand outlook has shifted significantly since preparation of the General Plan background reports and that Stockton may add roughly 42,000 residents between 2020 and 2040.³ If divided by the 2020 median household size 3.2, the projected population growth would result in around 13,000 new households. Targeting an average vacancy rate of around five percent equals demand for just under 14,000 new housing units by 2040.

The City of Stockton features a relatively robust supply of land available for the construction of new housing when compared to the projected demand discussed above. As shown in Table 13, the Housing Element sites inventory identified land sufficient to absorb 22,435 new housing units at allowable densities, which is more than projected demand through 2040. In addition to the sites identified in the Housing Element that would be best suited to new construction, the City also has capacity for 6,000 to 10,000 housing units within existing buildings within the Downtown area, as well as on underutilized land (i.e., land that has not been fully developed, such as on unused parking lots). Research conducted for the Housing Element also identified capacity for another 10,000 to 15,000 units on lands located in the unincorporated area adjacent to the City of Stockton that is also within the City's sphere of influence. Combined, the City estimates that the existing planning area has the capacity to accommodate more than 67,000 new housing units.

2 BAE Urban Economics. (July 20, 2016). Stockton 2040 General Plan Update - Existing Conditions Technical Memorandum: Market Analysis. City of Stockton: Stockton, CA. Available at: http://www.stocktonca.gov/files/GP_UpdateMarketAnalysis.pdf

3 University of the Pacific (UOP), Center for Business and Policy Research. (September 10, 2020). San Joaquin Demographic and Employment Forecast. Page 27. San Joaquin Council of Governments; Stockton, CA. Available at: <https://www.sjcog.org/DocumentCenter/View/6007/Demographic-and-Employment-Forecast-2020>

Table 13: Estimated Total Housing Capacity

Capacity Type	Estimate Capacity (units)	Estimate Population Increase ¹
RHNA Sites	23,168	74,832
Underutilized Properties and Buildings (Downtown Only)	6,000-10,000	19,380-32,300
Unincorporated Properties within the City Growth Boundary (sphere of influence)	10,000-15,000	32,300-48,450
Total	53,435- 67,435	172,595- 217,815

1. Based on General Plan population assumptions of 3.23 persons per unit.

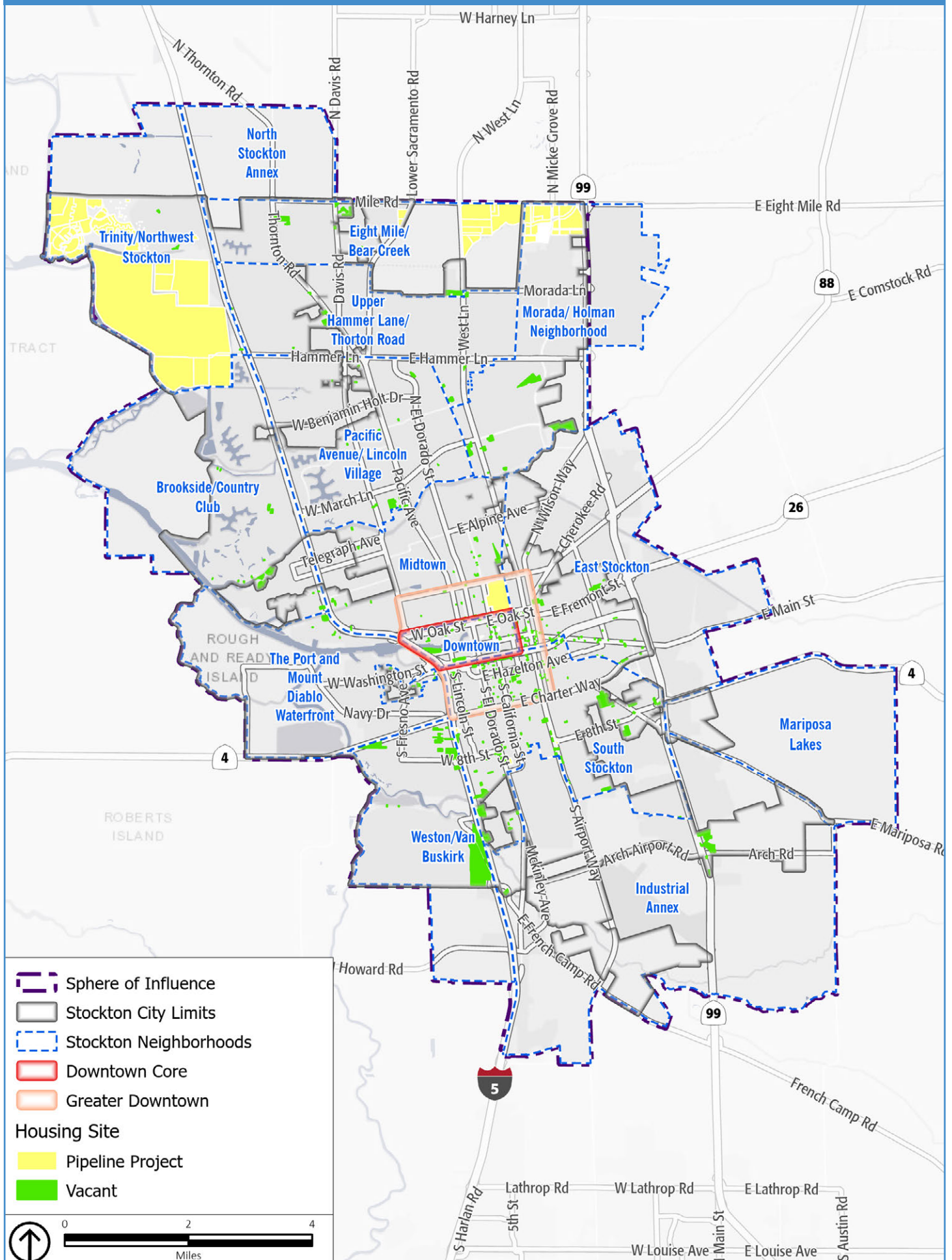
RHNA Housing Capacity Sites

The Regional Housing Needs Allocation (RHNA) is the State of California–required process that seeks to ensure cities and counties are planning for enough housing to accommodate all economic segments of the community. Based on State guidance, SJCOG prepared a methodology for forecasting regional population and household growth and estimated each communities fair share of the projected regional housing need. Each jurisdiction is then required to identify land resources as part of their Housing Element update that would be adequate to allow construction of housing sufficient to accommodate the jurisdictions’ RHNA.

For the 2023-2031 Housing Element, the City of Stockton’s RHNA was 12,673 housing units. To meet the RHNA, the City is relying on a variety of existing development projects that have approved plans to construct 14,592 housing units. In addition, the City identified vacant land sufficient to absorb another 8,396 housing units at a variety of density levels. The City also expects to receive applications for construction of at least 180 accessory dwelling units on parcels with existing primary residences. This brings the City’s identified near-term housing capacity to at least 23,168 units.

For a more detailed description of the City’s proposed sites to accommodate Regional Housing Needs Allocation (RHNA), please see the 2021-2023 Housing Element. Figure 14, below, illustrates the location of RHNA sites in Stockton.

Figure 14: RHNA Housing Capacity Site Map



Underutilized Properties and Downtown Buildings

In addition to the inventory of vacant sites identified above, Stockton also features a variety of in-fill, redevelopment, and adaptive reuse opportunities. These generally include underutilized sites that have not yet been developed to their full potential, as well as vacant and underutilized buildings that may be repurposed or redeveloped to provide housing.

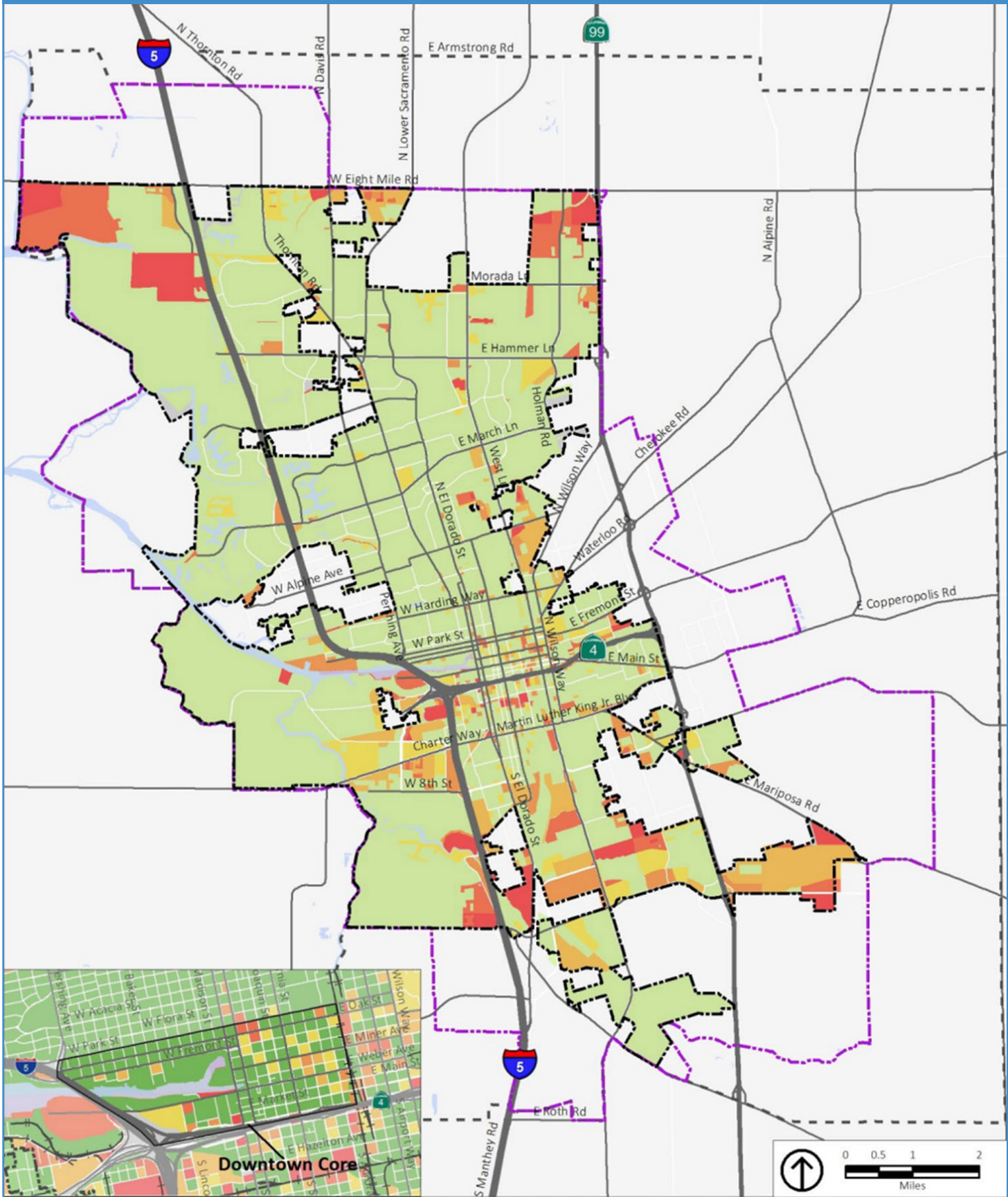
Underutilized Properties

Property is typically considered underutilized if the property could reasonably support additional development under the existing development code and considering current market conditions. Underutilized sites are often located in already developed areas, making in-fill development and redevelopment of underutilized sites a powerful strategy for strengthening existing neighborhoods and promoting economic development and community vibrancy.

By definition, underutilized sites feature at least some existing development, which often covers a portion of the site, but leaves a large portion undeveloped. Common examples include retail buildings that take up only a portion of a site, with the remainder undeveloped or simply paved over with an excess of surface parking spaces. One way of quantifying the extent to which a property is underutilized is to compare the value of the improvements to the value of the underlying land; though this approach has limitations in California where assessed values are influenced by Proposition (Prop.) 13.

As part of the Envision 2040 General Plan update process, the City of Stockton prepared an improvement-to-land (I/L) value ratio analysis using County Assessor data to identify underutilized properties. For example, if a lot is worth \$100,000 and has a building worth \$40,000, its I/L ratio is 0.4. In this analysis, properties with an I/L ratio of less than 1.0 were considered underutilized. Using this approach, the City identified 1,606 underutilized parcels covering 909 acres.

Figure 15: Underutilized Properties



Source: City of Stockton, 2016; US Census Bureau, 2010; San Joaquin County Assessor, 2016; PlaceWorks, 2017

Percent of Vacant and Underutilized Land By Census Block

< 24%
25 - 34%

35 - 45%
46 - 62%
63 - 84%
> 84%

City Limit

Sphere of Influence

General Plan Planning Area

Underutilized Buildings

An underutilized building refers to a structure that is either empty or mostly empty. The City has numerous underutilized buildings throughout the City which have been used for a variety of past uses ranging from office to commercial, and even industrial use. While many newer underutilized buildings are currently being marketed for occupancy by new tenants or users, there are many in the City deemed “chronically” vacant that have not been used or occupied for extended periods, often many years. These properties and the neighborhoods that surround them may often benefit from adaptive reuse and/or redevelopment of these properties.

Potential Challenges:

- Deferred maintenance
- Seismic retrofitting
- Environmental contamination and toxic materials
- Systems retrofitting and upgrades.
- Architectural reconfiguration
- On- and off-site utility upgrades
- Parking requirements

What are Redevelopment and Adaptive Reuse?

The term ‘redevelopment’ refers to the construction of new buildings or structures on a site with previous or existing uses. In some cases, redevelopment can also include adapting existing structures for new uses by selectively modifying and updating the structure to be conducive for the new use. Redevelopment often includes projects being undertaken within existing urban neighborhoods that have already been significantly built out, but can also include the reuse of property in less developed areas. Development

of vacant previously undeveloped sites in existing urban areas is known as in-fill development, while construction of new buildings on sites where prior development has already been cleared is often referred to as brownfield development. The demolition of existing structures to make way for the near-term construction of new buildings is typically referred to simply as ‘redevelopment,’ while the repurposing of existing structures for a new use or uses through modifications to the structure and building systems is known as ‘adaptive reuse’. While redevelopment and adaptive reuse can be undertaken by anyone, ranging from private property owners to neighborhood associations, most redevelopment and adaptive reuse is undertaken by private and not-for profit developers due to the significant financial and technical skills needed to successfully complete such a project. The City of Stockton aims to facilitate activity in all of these categories to facilitate the provision of housing.

Inventory of Underutilized Buildings

The City of Stockton has many underutilized buildings, with many located in the historic Downtown and surrounding areas. These buildings range in size but include single story, low-rise, and mid-rise buildings of varying sizes. The City estimates that these buildings could potentially accommodate hundreds of new housing units, though the exact yield will depend on the final mix of uses envisioned for each building, as well as the number of units that may be reasonably accommodated based on the architectural and systems upgrades that are feasible within the existing structures.

Conversion to Residential

Stockton's current zoning standards allow multifamily residential and mixed-used residential in all commercial zoning designations except for Commercial-Auto (CA) zones. This may change as part of the current Development Code overhaul, with updates likely aimed at facilitating adaptive reuse and redevelopment. Nonetheless, there are significant barriers to successful adaptive reuse beyond the requirements imposed by the City of Stockton. Chief among them are the costs associated with addressing structural and systems deficiencies of existing buildings, particularly those that are older and which were not developed to current building codes (e.g., seismic retrofitting and repairs to unreinforced masonry buildings; providing for multiple fire exits in buildings not designed for them; addressing shared walls and structural supports between buildings; providing for the required amount of parking etc.), as well as the costs associated with removing environmental contamination and toxic materials (e.g., lead paint, asbestos insulation and tiles, etc.), and the cost associated with adapting spaces and structural elements that were not designed for residential use to provide functional housing that meets the needs of prospective tenants. Nonetheless, adaptive reuse help to reactivate the existing built environment and can make use of historical architectural resources. For these reasons, identifying reuse opportunities and incentivizing associated redevelopment has become a priority for the City of Stockton.

Table 14 provides an example costs and revenues for the adaptive reuse of an existing 60,000 square foot civic building in the Downtown from office to residential use. The model is based on actual estimated costs, which have been updated to 2023 dollars and adjusted to account for increases in materials and labor costs. According to these estimates, the total cost associated with reuse of the existing structure for residential purposes was more than \$860,000 per unit. By comparison, the estimated per unit cost associated with new market rate apartment construction is approximately \$375,000 per unit. The main driver of the exceptional cost of adaptive reuse in this example is the need for extensive seismic retrofitting of the existing brick masonry structure, remediation of lead and asbestos materials used during the building's original construction, and adaptation of the existing floor plate to residential use. Due to these special needs, the estimated cost to address deferred maintenance and seismic retrofitting totaled more than \$14.0 million, or around \$400,000 per residential unit, with residential conversion costing another \$7.0 million, or \$200,000 per unit. As a result, adaptive reuse of this building would be financially infeasible without significant subsidy.

Not all buildings that are candidates for adaptive reuse, however, face such significant cost constraints. For example, there have been two adaptive reuse affordable housing projects proposed in the City of Stockton within the last few years, including the Park Center Apartments in 2023 and the Sonora Square Apartments in 2021. Both are nine percent tax credit affordable housing projects. In both cases, the projects included the adaptive reuse of existing one- to two-story commercial (i.e., office or retail) buildings along with construction of new multifamily apartments.

Table 14: Adaptive Reuse Proforma

Operating Revenue Assumptions		Development Cost Assumptions, Con't.		Estimated Feasibility	
Number of Units (920 sq. ft.)	35	Soft Const. Costs		Assumed CAP Rate	10%
Gross Rent (\$2,340/unit/month)	\$982,800	Historic Consulting Fees	\$125,000	Capitalized Project Value	\$7,892,220
Additional Program Income	\$204,000	Environmental Analysis	\$12,500	Estimated Project Cost	(\$30,153,938)
Less Vacancy Loss	(\$59,340)	Surveys (Pre- & Post-Const.)	\$31,000	Residual Land Value	(\$22,261,718)
Gross Annual Rental Income	\$1,127,460	Architecture/Engineering	\$1,500,000	The estimated cost associated with building the Sonora Square Apartments (38 units) was around \$14.6 million in 2021, or around \$383,000 per unit, while the cost associated with the Park Center Apartments (51 units) was \$29.9 million, or \$586,500 per unit. The increased cost per unit for the Park Center Apartments is likely due to increases in construction costs since 2021, as well as costs associated with reuse of a larger office building (i.e., units resulting from adaptive reuse of existing structures accounted for 45 percent of the total unit count at Park Center compared to 32 percent at Sonora Square).	
Less Operating Expense (30%)	(\$338,238)	Planning/Permitting	\$625,000		
Net Operating Income	\$789,222	Property Taxes (1.25%)	\$270,000		
		Contingency Account	\$150,000		
		Developer Fee	\$2,190,000		
		Total Soft Cost	\$4,903,500		
Development Cost Assumptions		Financing Costs			
Hard Const. Costs		Construction Loan Interest	\$3,001,992		
On-Site Infrastructure	\$650,000	Points on Construction Loan	\$348,446		
Deferred Maintenance/Seismic Stabilization	\$14,000,000	Total Financing Costs	\$3,350,438		
Residential Conversion	\$7,000,000				
Contingency	\$250,000				
Total Hard Cost	\$21,900,000				
		Total Project Cost	\$30,153,938		
		Per Unit	\$861,541		

Development Cost Assumptions	
Hard Const. Costs	
On-Site Infrastructure	\$650,000
Deferred Maintenance/Seismic Stabilization	\$14,000,000
Residential Conversion	\$7,000,000
Contingency	\$250,000
Total Hard Cost	\$21,900,000

Undeveloped Unincorporated Areas



Data from the San Joaquin County Assessor's Office was utilized to pinpoint unused and underutilized parcels. The County Assessor has flagged nearly 7,000 acres as vacant land within the Sphere of Influence (SOI). Other opportunities for development on these parcels are considered underutilized because they have not been used to their maximum potential under current zoning regulations. This may include areas where only a portion of a parcel has been developed.

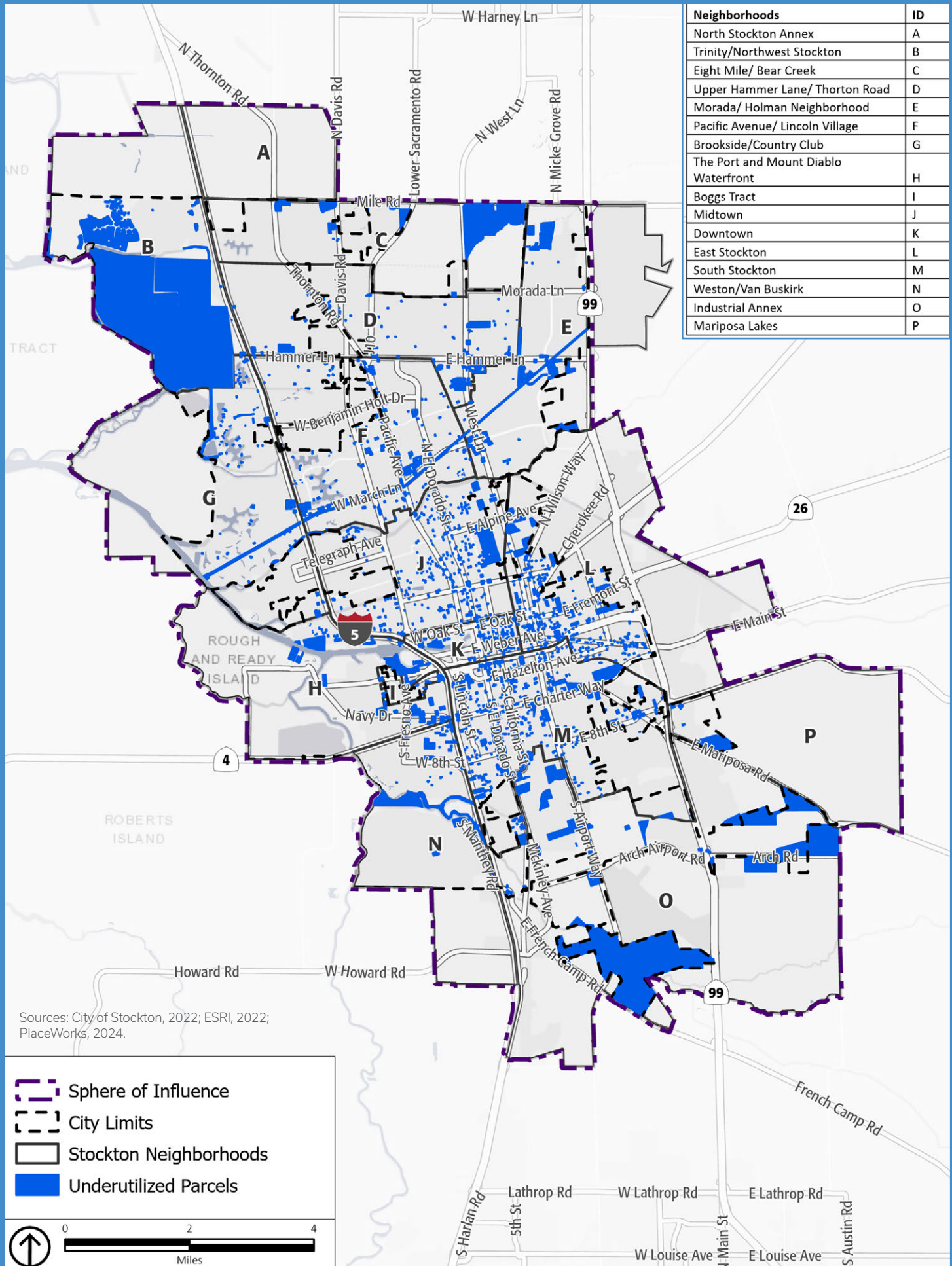
Developed Unincorporated Areas

While these areas should not be included when discussing potential new residential housing units, based on State Law and policy direction from the San Joaquin Local Agency Formation Commission (LAFCO) and the City's policies, incorporation of these developed areas could become a reality due to development pressure to annex land around existing communities in the City's Sphere of Influence. The following includes an analysis of two main types of areas that could potentially be annexed into the City in conjunction with private development.

Disadvantaged Unincorporated Community (DUC)

A "disadvantaged unincorporated community," or DUC, is a fringe, island, or legacy community in which the median household income is 80 percent or less than the statewide median household income. Throughout California, there are numerous unincorporated communities that face economic, social, and educational inequality. More than 200 of these communities are in the San Joaquin Valley and many are isolated from the rest of society. The living conditions in these communities are cause for concern as they lack basic infrastructure such as clean drinking water,

Figure 16: Underutilized Parcels by Neighborhood



adequate sewer service, and storm drainage. The State Legislature passed Senate Bill 244 in 2011 to address the legal, financial, and political barriers that contribute to inequality and infrastructure deficits in disadvantaged unincorporated communities.

The city identified three types of DUCs, including Census Designated Places (CDPs), Island, and Fringe Communities. The CDPs that the City identified are derived from San Joaquin County local agency formation commission's (LAFCos) DUC analysis, the Island Communities are located within the city boundaries and the Fringe Communities are located outside of city boundaries, but within the Sphere of Influence⁵.

The Stockton Metropolitan Area's DUCs have good fire protection and water services, but some lack wastewater and storm drain systems. Improvements are needed to bring deficient areas up to modern standards and accommodate growth. Some areas receive fire protection from independent districts. By accounting for these communities in the long-range planning process, we can ensure a more efficient system for delivering services and infrastructure. This includes water, wastewater, storm drainage, and structural fire protection. Investing in these services and infrastructure is crucial for the enhancement and protection of public health and safety for residents of these communities.

⁵ City of Stockton 2040 General Plan [Adopted_Plan.pdf](#)
(stocktongov.com)

Unincorporated Island Community (“County Islands”)

Unincorporated island community means any inhabited and unincorporated territory that is surrounded or substantially surrounded by one or more cities or by one or more cities and a county boundary or the Pacific Ocean. City islands are small areas of unincorporated land that are mostly or entirely surrounded by incorporated cities. They came about due to land use policies in the 1950s and 1960s when cities were growing rapidly. To develop this land, cities needed to annex neighboring county land. However, they often skipped over nearby neighborhoods where people didn't want to be annexed because of fears of higher taxes, a desire to preserve their community identity, and the perceived benefits of unincorporated status. Additionally, the infrastructure in these areas was often inadequate and expensive to upgrade. If opposition to annexation was strong, cities would avoid forcing it upon residents.

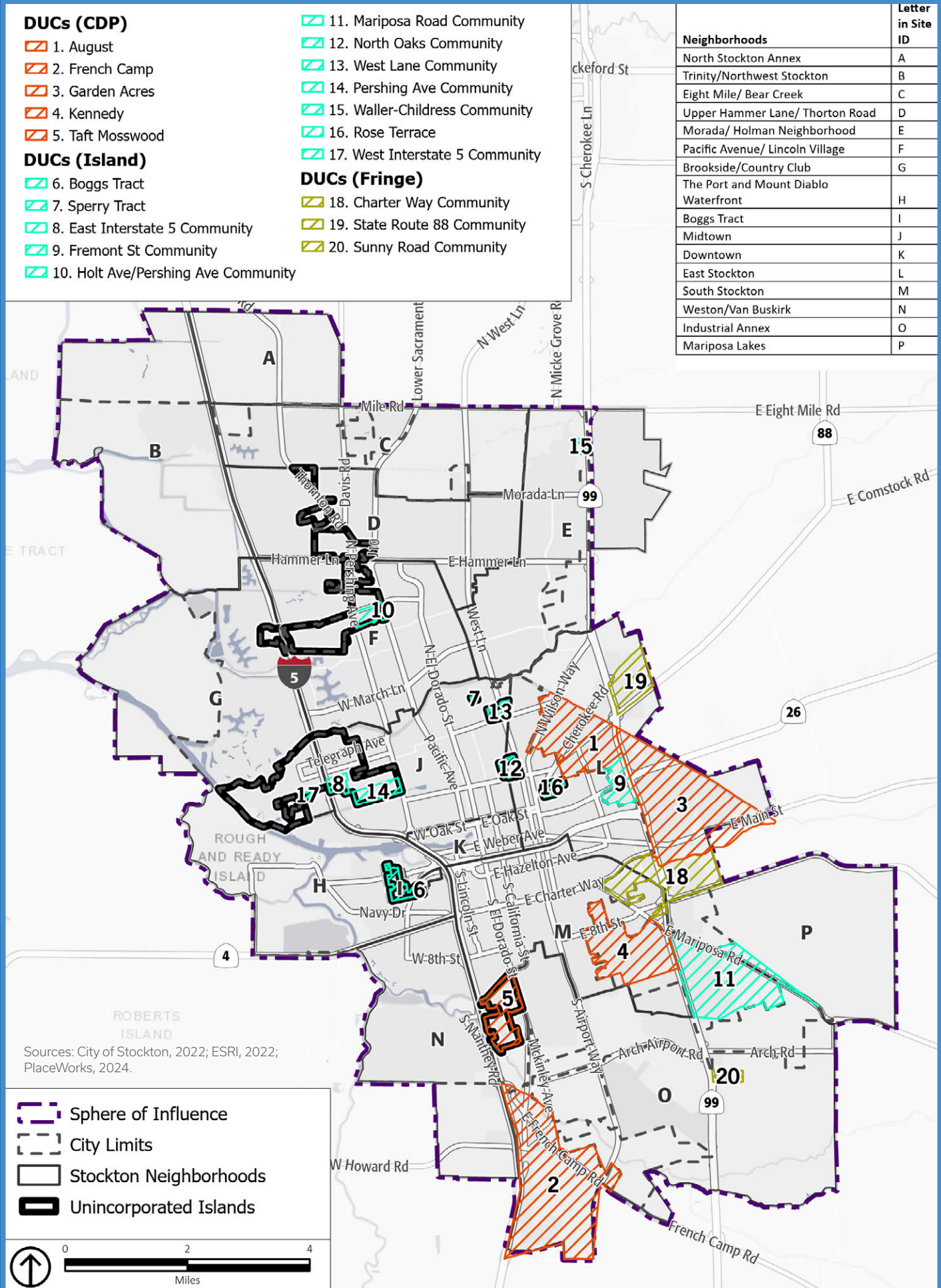
Cities offer services to urban residents while counties provide countywide services like public health, human services, and tax collection. Counties don't compete with cities in providing services to residential areas but offer some services to island areas. Unincorporated island residents get most services from the County rather than the surrounding City. Poor infrastructure and unclear jurisdictional boundaries can hinder investment and cause confusion in service provision. Inefficiencies arise when different departments provide the same service in the same area, creating overlap and confusion. Responding to calls from county islands can pose a challenge for Sheriff's Departments and fire protection districts, and determining whether assistance is needed from city or county residents can be time-consuming.

Issues:

The following summarizes the major challenges in annexing future land for new housing production.

- ▶ Tax sharing currently benefits the County and is lower than surrounding jurisdictions. The State and School districts get 50% of the property tax in new annexations. The County gets 80% and the City gets 20% of what remains which can impact a project's ability to provide enough revenue to offset the anticipated costs associated with providing municipal services.
- ▶ Annexation for new development may trigger the annexation of Disadvantaged Unincorporated Communities (DUC) and/or Unincorporated Island Communities ("County Islands"). Some of these areas may have significant infrastructure deficiencies and lower tax bases to pay for needed infrastructure upgrades.
- ▶ Proximity to existing County residential and nonresidential areas that fall within the City's growth boundary and that state law may require to be annexed with new development.
- ▶ Upon analysis by the City's Public Works and Municipal Utility Department, the cost to install services (water, sewer) to the site and install civic improvements to meet City standards (sidewalk, lighting, stormdrain, etc.), the anticipated cost associated with annexation of all DUC and Island areas would be approximately \$150,000 to \$180,000 per lot.
- ▶ Current General Plan policies require new projects not to overburden the City's infrastructure and services to prioritize existing infrastructure deficiencies before expansion.
- ▶ Project level costs for the Island annexation were not analyzed in the General Plan EIR or Utility Master Plans. The City already has areas within the City limits that do not comply with the Complete Streets requirements and/or have deficiencies in infrastructure. Adding new infrastructure deficiencies would further exacerbate this and shift resources from existing areas of the City to new areas of the City that require improvements.
- ▶ As the City acknowledges the need to incorporate these islands; however, without a thorough analysis staff cannot determine if the Island annexation will result in one or more of the following:
 - ▶ A significant impact (financially or nonconforming or construction) on the existing County property owners,
 - ▶ A legal issue (nexus and proportionality) requesting Island incorporation be funded solely by a private developer, and Significant costs to the City for inclusion in City Master Plans and increases in service demands.

Figure 17: Unincorporated Island Community ("County Islands") and DUCs



Transformative Areas

Within the City of Stockton, there are five sub-areas where the City is particularly interested in incentivizing redevelopment, adaptive reuse, and infill development as a method for improving community vibrancy. These areas will require additional investment to make them more attractive to the development community.

- Channel Area (North + South Shores)
- Downtown
- Mormon Slough and South Stockton
- South Airport Area
- St. Joe's Hospital and University Park

In many cases transitional areas are subject to significant infrastructure deficiencies and deferred maintenance of public facilities which reduces development capacity (e.g., water and sewer capacity) and increases the cost of development for interested builders. Table 15 provides an estimated total size of each transitional area in acres as well as the estimated number of residential units which could potentially be added through new development, redevelopment, and adaptive reuse. The table also highlights the total estimated cost associated with addressing infrastructure deficiencies and deferred maintenance. Table 16 breaks down the estimated deficiency cost into utility costs (i.e., stormwater, water, and sewer infrastructure) and other off-site infrastructure costs (i.e., roadways, sidewalks, lighting, other utilities). Lastly, Table 17 identifies the main infrastructure deficiency categories impacting development within each transitional area, identifies ongoing projects aimed at addressing at least some of those identified deficiencies, as well as potential funding sources that could be applied for to address these needs.

Table 15: Transformation Area Summary

#	Area Name	Approximate Size (acres)	Estimate New Unit Yield	Estimated Infrastructure Deficiency Cost
1	Channel Area (North and South Shore)	±300 acres (139 parcels)	1,000-1,500 units	\$56,855,855
2	Downtown Core	±1,500 acres (397 parcels)	1,000-2,000 units	\$101,218,490.00
3	South Stockton/Mormon Slough	±39 acres (58 parcels)	300-500 units	\$34,944,687
4	South Airport Way	±53 acres (57 parcels)	400-600 units	\$15,254,726
5	St. Joes and University Park (CSU Stanislaus)	±170 acres (107 parcels)	400-600 units	\$56,483,375

Figure 18: Transformation Areas Map

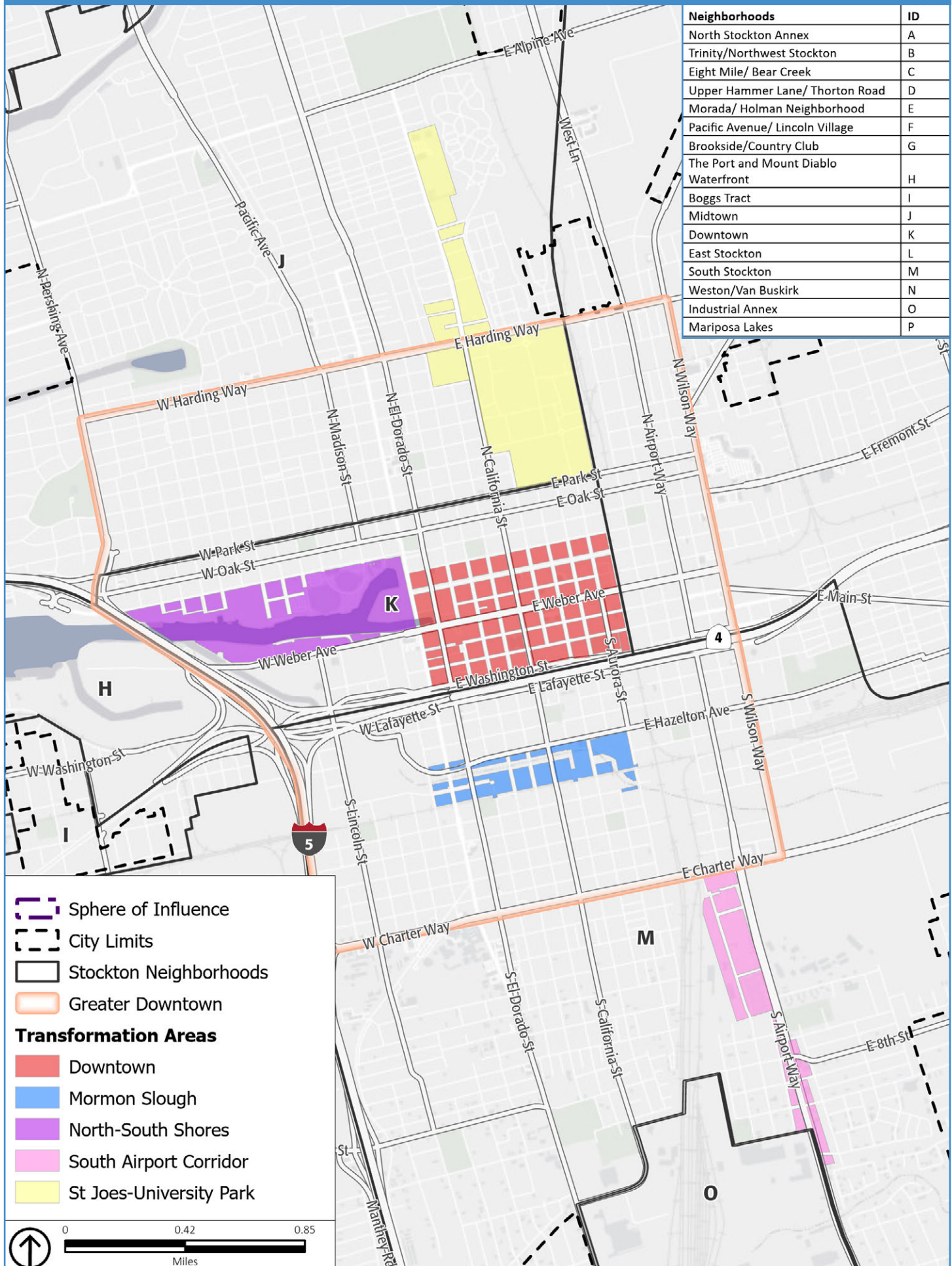


Table 16: Breakdown of Deficiency Cost

Area #	Area Designation	Estimated Utility Costs	Estimate Off-Site Infrastructure Costs	Area Total
1	Channel Area (North/South Shore)	\$26,417,000.00	\$30,438,855.60	\$56,855,855.60
2	Downtown	\$4,116,868.00	\$97,101,622.00	\$101,218,490.00
3	South Stockton/ Mormon Slough	\$-	\$34,944,687.01	\$34,944,687.01
4	South Airport Corridor	\$-	\$15,254,726.77	\$15,254,726.77
5	St. Joseph/University Park	\$23,797,000.00	\$32,686,375.64	\$56,483,375.64
	Totals	\$54,330,868.00	\$210,426,267.01	\$264,757,135.01

Priority Sites

In addition to identifying the five transitional areas, the City identified ten priority sites intended to be used as examples of successful housing development in different parts of the city as well as catalytic projects if developed near allowable buildout, which are summarized in Table 18. These sites were selected by a process that selected all “vacant and underutilized” sites and then filtered the sites based on the site characteristics that support robust housing development (density, overlays), existing compliance with policies (areas encouraging high-density housing), and financial feasibility. This section outlines the sites, their market position, constraints to development, and possible actions the City and owners could take to facilitate development.

Summary of Key Findings

The development costs and revenue assumptions used for this analysis are based on those summarized in the September 14, 2023, memorandum summarizing findings from the Residential Housing Types Development Feasibility Analysis prepared by BAE Urban Economics. Updates were made to account for increasing interest rates for construction loans and residential home mortgages. Additional details are provided in Appendix 5.

- ▶ **Missing-Middle Housing:** Priority site number seven is not suitable for multifamily development because the site is relatively small at only 1.6 acres and is split into two subareas by East Main Street. For the purpose of this analysis, the site is assumed to be developed as a cottage court project, though the site may also be suitable for -plex and townhome type projects. Despite increasing interest and cap rates, a project could yield around 21 market rate units and yield a positive residual land value of \$450,000 to \$500,000 per acre, which would likely be sufficient to secure the site at a market rate land cost. While the City has indicated that they would prefer to see site number nine on South Airport Way develop with a multifamily housing product, the site may be better suited for commercial development but could also be positioned with missing-middle housing product. For the purpose of this analysis, the site is assumed to build out as a compact townhome project at a density of around 13 dua, which would yield around 21 units. As a missing-middle housing project, the Airport Way site could be feasibly developed with a positive residual land of just under \$230,000 per acre. However, research into recent land sales and listings indicates that the typical market price for land suitable for missing-middle housing development ranges from \$300,000 to \$400,000. Therefore, the South Airport site could be developed, though the property owner may be required to accept a discount on the value of the land compared to market comparable.
- ▶ **Low-Rise Multifamily Rental:** Priority sites one through five were identified to be best suited for low-rise multifamily apartments. These sites are mostly located in areas with existing low-rise or garden-style apartment projects. Under current market conditions, low-rise multifamily apartment construction is not financially feasible. The primary barriers to feasibility, assuming relatively aggressive market rate rents, area construction costs, interest rates and capitalization (CAP) rates. To achieve feasibility, CAP rates would need to decrease to between five and six percent. A decrease in interest rates would allow for feasibility at somewhat higher CAP rates. With a maximum base density of only 24 dwelling units per acre (dua), the existing planning framework allows a maximum density that is below the industry standard of around 30 dua for low-rise multifamily apartments, which is also reflected in adjacent apartment projects. Leveraging state and local density bonus' would allow suitable densities. While leveraging the density bonus allows for an increase in total yield and a reduced per unit development cost, the requirement to adopt below market rents for a portion of the developed units further reduces the potential financial feasibility of the project. For example, analysis for site number one indicates that dedication of 35 percent of the units for moderate-income households would allow for a 30 percent density bonus. This would increase the allowable density to 31.2 dua and decrease the total cost per unit by \$24,500 but would also reduce the capitalized value by \$16,500 per unit. While deed restricting units at lower income levels can increase the allowable density bonus, the reduced revenue

further worsens the project's financial feasibility. Even a 100 percent density bonus, with units restricted to moderate income, would be insufficient to overcome the project's negative residual land value at current market interest rates and CAP rates.

- **Mid-Rise Multifamily Rental:** Due to location, underlaying zoning, and site configuration, priority sites six, eight, and ten would be best suited for mid-rise multifamily rental housing development with base densities ranging from 72 to 109 dua. Site number five would also be suitable for mid-rise development but has base zoning that allows only 24 dua. Site number nine, located at 2226 South Airport Way, also has allowable base density of only 24 dua, but due to location and site configuration would require structured parking in order to achieve a residential yield that could potentially justify construction. Under current market conditions, mid-rise multifamily rental housing construction is not financially feasible. The primary barriers to feasibility, assuming relatively aggressive market rate rents, are construction costs, interest rates, and capitalization rates. To achieve feasibility, CAP rates would need to decrease to less than five percent, though decreases in interest rates and construction costs could allow for feasibility at somewhat higher CAP rates.




Table 17: Area, Issues, Project and Potential Funding

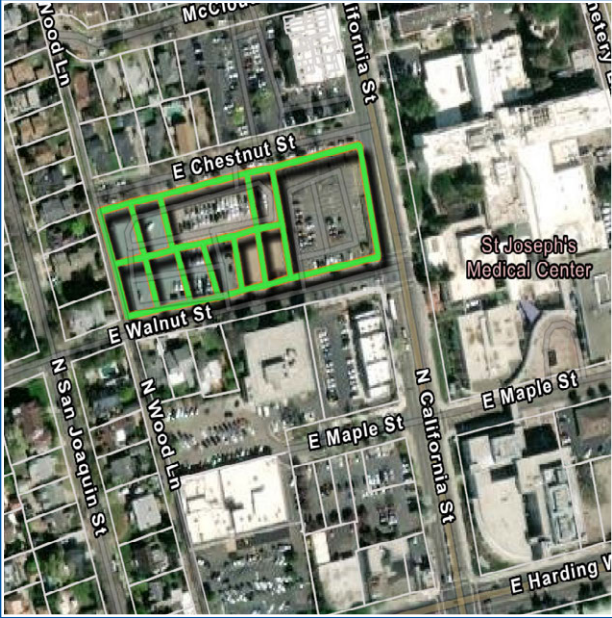
Area	Issues	Current Efforts/Projects:	Potential Funding:
Channel Area (North and South Shore)	<ul style="list-style-type: none"> ▶ Remediation ▶ Flood Issues ▶ Infrastructure (sewer) ▶ Market Demands ▶ Water quality ▶ Traffic (Fermont) ▶ Site control/ownership ▶ Dilapidated historic buildings ▶ Building code compliance 	<ul style="list-style-type: none"> ▶ North/South Shore Stantec ▶ Channel Zoning/Design Overlay ▶ Some Small CIP work in the area ▶ City Hall ▶ Webber and Webber point ▶ Caltrans bridge/overpass 	<ul style="list-style-type: none"> ▶ Special Tax District Needed ▶ EPA- Brownfield Grants (remediation) ▶ EPA- Building Blocks for Sustainable Communities ▶ DOT- Transit-Oriented Planning Pilot ▶ DOT Raise ▶ San Joaquin Valley Regional Transportation Planning Agencies (RTPAs) ▶ CDBG
Downtown	<ul style="list-style-type: none"> ▶ Market Demands ▶ Infrastructure (sewer/storm) ▶ Vacant Buildings ▶ Crime and Homelessness 	<ul style="list-style-type: none"> ▶ Grandview Terrace ▶ Housing Action Plan- vacant building survey, adaption resue proforma ▶ CD Zoning/Design Overlay ▶ New Cabral TOD zoning overlay ▶ New pump under moron slough ▶ New pump station would help ▶ Fiber optics with CM office ▶ Rule 20A undergrounding/joint trench ▶ Caltrans funded station area plans 	<ul style="list-style-type: none"> ▶ Downtown Infrastructure Overlay ▶ Opportunity Zones ▶ Regional Early Action Planning (REAP) 2.0
South Stockton/ Mormon Slough	<ul style="list-style-type: none"> ▶ Market Demands ▶ Vacant Land ▶ Crime/homelessness ▶ Remediation 	<ul style="list-style-type: none"> ▶ Stockton Diamond Railroad realignment ▶ Approve Percise/specific Plan Road Plan ▶ New Zoning/Design Overlay ▶ Small CIP work ▶ California Road Diet ▶ Neighborhood Action Plan 	<ul style="list-style-type: none"> ▶ Special Tax District ▶ Community Development Corporation (CDC) or Property and Business Improvement District (PBID)
South Airport Corridor	<ul style="list-style-type: none"> ▶ Conflicting Land Use- Industrial near residential and Fair Grounds needs amendments for mixed-use. ▶ Infrastructure (stormwater) ▶ Market Demands ▶ Connectivity 	<ul style="list-style-type: none"> ▶ State RFP ▶ Neighborhood Action Plan ▶ New Zoning/Design Overlay 	<ul style="list-style-type: none"> ▶ Special Tax District ▶ CDC or PBID
St. Joes and University Park (CSU Stanislaus)	<ul style="list-style-type: none"> ▶ Vacant Space ▶ Infrastructure (stormwater) ▶ Adjacent County Boundaries/Islands ▶ Market Demands (lack of market rate) ▶ Job/Housing Balance ▶ Need for higher density (outside greater downtown) 	<ul style="list-style-type: none"> ▶ St. Joes Expansion ▶ Pending: Gil Project, University Park ▶ CIP California Street Diet PW1805 	<ul style="list-style-type: none"> ▶ Private Development ▶ Area of Benefits (AOB) ▶ Capital Improvement Plan (CIP) prioritization. ▶ Grants ▶ Special Tax

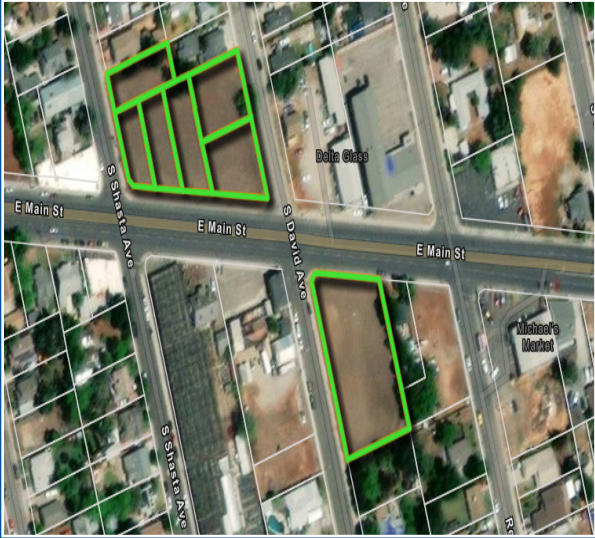


Definition of Key Terms:


- **Min. Density** – Minimum development density as defined by zoning code, expressed in dwelling units per acre (dua).
- **Max. Density** – Maximum development density as defined by zoning code, expressed in dwelling units per acre (dua).
- **Realistic Yield** – An estimate of what would likely be feasible on the site, given market and financial conditions, expressed as total dwelling units.
- **Max. Yield** – An estimate of the total number of dwelling units that would be permitted onsite based on the zoning code.
- **Median Gross Rent** – The median rent for renter-occupied units based on responses to the American Community Survey conducted by the U.S. Census Bureau. The value shown is for the Census Block Group of the immediate neighborhood containing the site. Gross rent includes contract rent plus utilities paid directly by the tenant.
- **Median Home Value** – The median home value for owner-occupied units based on responses to the American Community Survey conducted by the U.S. Census Bureau. The value shown is for the Census Block Group of the immediate neighborhood containing the site.
- **Percent Low/Mod** – The proportion of persons of low or moderate income per HUD definitions, based on the American Community Survey, based on the Census Tract where the site is located.
- **Opportunity Score** – A measure showing key place-based characteristics of a Census Tract, including educational attainment, earnings, and economic mobility, developed by the California Tax Credit Allocation Committee and Housing and Community Development department.
- **R/ECAP** – Racially or Ethnically Concentrated Areas of Poverty, per a Census Tract-based definition from the U.S. Department of Housing and Urban Development (HUD).

Table 18: Site Information

Site			Vacancy Status/ Adjacent Uses:	Density/Yield:	Census/HUD Variables:	Market Orientation:
Site #1		March + West	1756 E. March Ln. APN(s): 09614055 Vacancy Status: Vacant Adjacent Uses: South - Rio Calaveras Elementary School Southwest – Torcello Apartments (~30 dua) East – StorQuest Self Storage; 76 Gas Station; Jack in the Box West – Supermarket-anchored shopping center North – Weber Ranch Professional Park (office)	Density/Yield: Min. Density – 17.5 Max. Density – 30 Max. Yield – 105	Census/HUD Variables: Median Gross Rent – \$1,314/month Median Home Value – \$311,300 Percent Low/Mod – 57.2% Opportunity Score – Moderate Resource R/ECAP – No	Market Orientation: Best Fit Use – Multifamily Residential (Garden Apartments) Likely Achievable Density - ~30 dua (max. allowable) Site Constraints – Possible access issues Market Considerations – Possibly better positioned as a commercial site (i.e., an extension of shopping center to the west; good proximity to employment and retail; elementary school nearby.
Site #2		UOP North	940 Rose Marie Ln. APN(s): 11022006 Vacancy Status: Vacant Adjacent Uses: South – Gardemeyer Field (UOP Soccer Field) East & Southwest – Single-family residential neighborhoods; self storage West – Multifamily apartments (2 story walkup; ~30 dua) North – Church and charter school, multifamily apartments; Delta College (two blocks north)	Density/Yield: Min. Density – 17.5 Max. Density – 30 Max. Yield – 267	Census/HUD Variables: Median Gross Rent – \$1,426/month Median Home Value – N/A Percent Low/Mod – 67.9% Opportunity Score – Low Resource R/ECAP – No	Market Orientation: Best Fit Use – Multifamily Residential (Garden Apartments) Likely Achievable Density - ~30 dua (max. allowable) Site Constraints – None Market Considerations – This is an ideal multifamily residential site; consistent with adjacent uses; large site facilitates high unit count; proximity to demand driver (college campus) and retail amenities.
Site #3		Country Club	2142 Fontana Ave. APN(s): 12118030 Vacancy Status: Vacant Adjacent Uses: South – Utility parcel; multifamily apartments North & West – Multifamily apartments; Safeway & Big Lots shopping centers; East – Interstate 5 Freeway	Density/Yield: Min. Density – 17.5 Max. Density – 30 Max. Yield – 74	Census/HUD Variables: Median Gross Rent – \$1,258/month Median Home Value – \$258,900 Percent Low/Mod – 34.7% Opportunity Score – Moderate Resource R/ECAP – No	Market Orientation: Best Fit Use – Multifamily Residential (Garden Apartments) Likely Achievable Density - ~30 dua (max. allowable) Site Constraints – Major floodplain/SB5 Market Considerations – This is an ideal multifamily residential site; consistent with adjacent uses; large site facilitates high unit count; proximity to retail amenities; unlikely for higher density for-sale housing due to proximity to freeway and surrounding multifamily uses.

Site #4		Eastland North	<p>740 N. Wilson Wy. APN(s): 14107022, 14104018, 14104017</p> <p>Vacancy Status: Vacant</p> <p>Adjacent Uses: South – Supermarket-anchored shopping center East – Industrial/warehouse North – Used car sales, auto repair, single-family residential West – Used car sales lots</p>	<p>Density/Yield: Min. Density – 17.5 (two of the three parcel) Max. Density – 30 Max. Yield –191</p>	<p>Census/HUD Variables: Median Gross Rent – \$1,097/month Median Home Value – \$153,500 Percent Low/Mod – 45.3% Opportunity Score – Low Resource R/ECAP – No (adjacent to the west)</p>	<p>Market Orientation: Best Fit Use – Multifamily Residential (Garden Apartments); for-sale town-homes or small lot single-family Likely Achievable Density - ~30 dua (max. allowable) Site Constraints – Possible environmental contamination due to recycling activity Market Considerations – Large site facilitates high unit count; proximity to retail amenities; adjacent to older single-family neighborhoods; relatively low home values/rents.</p>
Site #5		Gill Property	<p>APN(s): 12718049, 12718048, 12718034, 12718033, 12718032, 12718031, 12718030, 12718029, 12718022, 12718018, 12714018</p> <p>Vacancy Status: Surface parking</p> <p>Adjacent Uses: South – Older shopping center with mixed medical uses; new Starbucks/Subway North – Multistory medical office building; single-family residential East – St. Joseph's Medical Center (Check Development Plans) West – Single-family residential</p>	<p>Density/Yield: Min. Density – 17.5 Max. Density – 30 Max. Yield –74</p>	<p>Census/HUD Variables: Median Gross Rent – \$1,095/month Median Home Value – \$194,400 Percent Low/Mod – 58.7% Opportunity Score – High Resource R/ECAP – No (two blocks to the south)</p>	<p>Market Orientation: Best Fit Use – Multifamily residential oriented towards hospital system employees; mid-market townhomes possible on the west/north sides, either at market or set aside for employees and/or patient families Likely Achievable Density - ~30 dua (max. allowable) Site Constraints – Possible utility capacity issues Market Considerations – Medium site facilitates higher unit count; proximity to employment; high resource area; single-family on two sides; question of hospital system plans.</p>
Site #6		Fremont Site	<p>N/A APN(s): 13719033, 13719030</p> <p>Vacancy Status: Surface parking on the north side of West Fremont Street, across from the Waterfront Hotel, along with the EDD building w surface parking</p> <p>Adjacent Uses: South – Stockton Arena North – Single-family residential East – Stockton Memorial Civic Auditorium West – Single-family residential; underutilized commercial</p>	<p>Density/Yield: Min. Density – 20 Max. Density – 136 Max. Yield – 522</p>	<p>Census/HUD Variables: Median Gross Rent – \$813/month Median Home Value – \$240,400 Percent Low/Mod – 65.4% Opportunity Score – High Segregation & Poverty R/ECAP – Yes</p>	<p>Market Orientation: Best Fit Use – Depending on the long-term strategy for the waterfront district, this site would likely be most appropriate for mixed retail and entertainment uses and/or high density multifamily Likely Achievable Density – Unclear; financial feasibility within the district is uncertain. Site Constraints – Unknown Market Considerations – Adjacent to major entertainment uses; sites best positioned for retail/entertainment uses; relatively low-rent/income neighborhood; could offer potential in coordination with broader district-wide redevelopment efforts.</p>

Site #7		East Main Street	<p>3002 East Main Street</p> <p>APN(s): 15710318, 15709035, 15709034, 15709033, 15709032, 15709031, 15709030</p> <p>Vacancy Status:</p> <p>Vacant</p> <p>Adjacent Uses:</p> <p>South – Single-family residential</p> <p>West/South – Vacant & underutilized commercial</p> <p>West – Retail/commercial, single-family residential</p> <p>North/East - Single-family residential; retail/commercial</p>	<p>Density/Yield:</p> <p>Min. Density – 17.5</p> <p>Max. Density – 30</p> <p>Max. Yield – 48</p>	<p>Census/HUD Variables:</p> <p>Median Gross Rent – \$1,118/month</p> <p>Median Home Value – \$187,500</p> <p>Percent Low/Mod – 71.3%</p> <p>Opportunity Score – High Segregation & Poverty</p> <p>R/ECAP – Yes</p>	<p>Market Orientation:</p> <p>Best Fit Use – Garden style multifamily; duplexes or cottage court</p> <p>Likely Achievable Density – Unclear; likely below the maximum allowable</p> <p>Site Constraints – Utility capacity?</p> <p>Market Considerations – Identified as a “commercial corridor revitalization opportunity”; site is divided between two sites of ~1 acre (6 parcels) and 0.63 acres (1 parcel); site aggregation is required on the northern portion of the site.</p>
Site #8		Lafayette	<p>411 South Stanislaus Street</p> <p>APN(s): 14926120, 14909518, 14909504, 14909503, 14909502</p> <p>Vacancy Status:</p> <p>Vacant</p> <p>Adjacent Uses:</p> <p>South – Gleason Park Apartments (Affordable); Eden Gleason Park</p> <p>North – Crosstown Freeway</p> <p>East – Two story garden apartments; single-family residential</p> <p>West – Automotive service-related; Chapel of the Palms; Filipino Community Building</p>	<p>Density/Yield:</p> <p>Min. Density – 20</p> <p>Max. Density – 90</p> <p>Max. Yield – 205</p>	<p>Census/HUD Variables:</p> <p>Median Gross Rent – \$810/month</p> <p>Median Home Value – N/A</p> <p>Percent Low/Mod – 94.04%</p> <p>Opportunity Score – High Segregation & Poverty</p> <p>R/ECAP – Yes</p>	<p>Market Orientation:</p> <p>Best Fit Use – Medium or garden style multifamily</p> <p>Likely Achievable Density – Approximately 23 units per acre, similar to Gleason Park</p> <p>Site Constraints – Unknown</p> <p>Market Considerations – Difficult market area for market rate multifamily; close proximity to the freeway; visibility from the freeway as signal of revitalization; could be an affordable site, though the Downtown is already overconcentrated.</p>
Site #9		East 8 th + Airport	<p>2226 South Airport Way</p> <p>APN(s): 16916301, 16915101</p> <p>Vacancy Status:</p> <p>Vacant</p> <p>Adjacent Uses:</p> <p>South – Family dollar store; single-family residential</p> <p>North – Southside Market; single-family residential</p> <p>East – Single-family residential</p> <p>West – Used tire store; auto repair shop, vacant lot; bus stop</p>	<p>Density/Yield:</p> <p>Min. Density – 17.5</p> <p>Max. Density – 30</p> <p>Max. Yield – 48</p>	<p>Census/HUD Variables:</p> <p>Median Gross Rent – \$996/month</p> <p>Median Home Value – \$189,700</p> <p>Percent Low/Mod – 71.86%</p> <p>Opportunity Score – High Segregation & Poverty</p> <p>R/ECAP – Yes</p>	<p>Market Orientation:</p> <p>Best Fit Use – Strip commercial; garden style multifamily</p> <p>Likely Achievable Density – 15-30 du</p> <p>Site Constraints – Unknown</p> <p>Market Considerations – Site is likely best positioned for a stand-alone retail use; may be too small to achieve unit totals to facilitate financial feasibility for residential; could potentially be part of a scattered sites approach to low-income housing; difficult market area for market rate housing, but on border of higher price area; reasonable proximity to residential amenities.</p>

Site #10		Miner + Stanislaus	<p>744 East Miner Avenue</p> <p>APN(s): 13929011</p> <p>Vacancy Status:</p> <p>Beas Auto Sales</p> <p>Adjacent Uses:</p> <p>South – Channel & Community Medical Centers; Silvercrest Apartments (Low-Income)</p> <p>North – Vacant commercial; DGS affordable housing site</p> <p>East – Auto sales lot; Omax Auto Sales; vacant auto repair</p> <p>West – Community Medical Center; auto sales lot</p>	<p>Density/Yield:</p> <p>Min. Density – 20</p> <p>Max. Density – 136</p> <p>Max. Yield – 77</p>	<p>Census/HUD Variables:</p> <p>Median Gross Rent – \$526/month</p> <p>Median Home Value – N/A</p> <p>Percent Low/Mod – 94.04%</p> <p>Opportunity Score – High Segregation & Poverty</p> <p>R/ECAP – Yes</p>	<p>Market Orientation:</p> <p>Best Fit Use – Deed restricted low-income or special needs housing</p> <p>Likely Achievable Density – Unknown</p> <p>Site Constraints – Unknown</p> <p>Market Considerations – Site is unlikely to be developable with market-rate housing in the near to medium term as units would be largely unmarketable under current market conditions; best positioned for deed-restricted low-income or special needs housing, though such development would contribute to further concentrated poverty within the Downtown core; site lacks amenities and quality of life factors needed to facilitate market-rate development.</p>

Recommended Actions

The following actions expand on the Housing Element Goals and Programs and address specific challenges in Stockton’s Housing Market for current and future housing needs.

COLLABORATION

The following actions shall continually be conducted to improve collaboration and inventory the needed resources and partnerships for additional action.

HAP-ACTION 3.1: Property Owner Outreach

Conduct targeted outreach to property owners in the Transformational Areas identified by the HAP and communities in the Neighborhood Action Plans to learn why they may leave a site undeveloped or underutilized. Explain any applicable incentives or programs the City offers that may assist the property owner with developing the site.

City Initiated Efforts

The following actions shall continually be conducted to improve resources for residents, stakeholders, and developers proposing housing in the City.

HAP-ACTION 3.2: Increase Base Densities

- ▶ Consider increasing the allowable maximum base density on sites positioned for low-rise multifamily residential development. Aim to provide a base density that is in line with the current industry standard for market rate garden style multifamily development of around 30 du or more. This would allow developers to build rental housing that is consistent with existing development in the area without the need for discretionary approvals or incorporation of income-restricted units. Note, however, that achievable densities are also limited by consumer expectations.

HAP-ACTION 3.3: Lot Consolidation

- ▶ In some cases, the priority sites are comprised of multiple sites. The City should work to facilitate lot consolidation to provide site control.

HAP-ACTION 3.4: Missing Middle Demonstration

- ▶ Work with property owners of sites seven and nine to facilitate construction of missing middle housing demonstration projects. This may include coordination and streamlining for project design, planning, and approval.

HAP-ACTION 3.5: Fee Waivers and Deferrals

- ▶ While the funding gaps associated with new multifamily residential construction are typically larger than the fee burdens imposed by the City of Stockton, fee waivers or deferrals may contribute to improved financial feasibility. In locations where the required infrastructure already exists with adequate capacity, consider providing fee credits, waivers, and/or deferrals to reduce development costs.

HAP-ACTION 3.6: Annexations

- ▶ Amend the General Plan and Municipal Code (Title 16) to grant staff flexibility in processing annexations that may require the inclusion of Disadvantaged Unincorporated Communities (DUC) and Unincorporated Island Communities ("County Islands").
- ▶ Staff will continue to explore options with the County and LAFCO for the orderly annexation of these areas. This process could include the following process:
 - **Parcel and Land-Use Survey:** This includes an analysis of all properties, land uses (zoning), and existing uses (current use of property) for all parcels within the Unincorporated Islands and Disadvantaged Unincorporated Communities (DUC).
 - **Impact Studies:** Staff would seek assistance from qualified professionals to conduct studies that could include Fiscal Impact Analysis, Economic Impact Analysis, Standards of Coverage analysis, and others when needed. The cost of this type of analysis can be between \$20,000 to \$30,000 dollars per Island and Disadvantaged Unincorporated Community.
 - **Coordination with Regional Partners:** This can include County and Council of Government coordination for infrastructure improvements, levels of services, tax sharing agreements, and eventual processing.
 - **Public Outreach:** Once a land inventory, fiscal impact analysis, and regional partnerships can be better understood, Staff would seek community feedback and present the pros and cons of an annexation request to the existing county residents.

While their support is not required per Lafco policy, Staff would seek their support and understanding to minimize potential impacts (upfront and ongoing costs) and seek additional infrastructure financing options that require owner approval (i.e., assessment district).

- **Hearing Reports:** This includes a formal review by the City with neighborhood meetings, Planning Commission review, City Council approval, and Lafco submital. This could include a Memorandum of Understanding (MOU), Joint-Powers Authority, or other form of mutual agreement for the processing and annexation of these areas.

Funding

The following actions shall continually be conducted to improve funding capabilities and leverage new resources when available.

HAP-ACTION 3.7: Low-Cost Mezzanine Debt

- Consider offering low-cost mezzanine debt to bridge the funding gap between debt and traditional construction and permanent debt sources.

HAP-ACTION 3.8: Tax Credit Affordable

- In some cases, development may be accelerated through pursuit of tax-credit financing for deed restricted affordable housing. However, the City would like to see more market rate development in key locations recognizing the goals of avoiding the overconcentration of poverty and promoting economic development.

HAP-ACTION 3.9: Actively Market Opportunities

- Recognizing that many of these sites are well positioned for development but are constrained by recent increases in construction costs and financial performance expectations (i.e., cap rates), BAE recommends that the City continue active dialogue with local and regional developers regarding these sites to develop interest in anticipation of future interest and cap rate decreases.

4. The Development Process

The following section summarizes information on planning and approval processes, development standards, available resources and funding, and potential partnerships to facilitate housing production in the City of Stockton.

Main Takeaways

- Governmental constraints do not seem to be a major constraint to housing production. The City allows various residential and mixed-use housing in residential and commercial zoning.
- While the City permits various types of housing at various income levels, the two most prominent new construction types are market rate single family detached housing and low-income apartments.
- The State has enacted various mandates/legislation that supersede local land use authority for Emergency and Transitional.
- While the code allows for various Missing Middle housing types (i.e., duplex, cottage courts, etc.) it does not explicitly indicate that permissance in the code.
- While most residential uses are permitted by-right, the design review for those units remains ministerial without the need for state preemption of design review (i.e., SB35, SB330). This means the approval of new units is not subject to discretionary review or public hearings.

Main Solutions

- The City continues to work with stakeholders and industry leaders to discuss what is needed to improve the development standards and process. This includes working with consultants to better understand changes to state law, market feasibility, and best practices.
- Continued pursuit of performance management and data analytics.
- Explore Policy and Land Use amendments that would provide more flexibility for future development and help target more funding opportunities.
- Provide more requirements and incentives to diversify housing types and income levels by changing the General Plan and zoning requirements. This would require diversification of housing in Stockton, with allowances and waivers for projects that demonstrate.
- Increased customer support for navigating the development process.

Housing Categories

Here are the three main housing categories in Stockton, organized for easy reference instead of density/zoning classification (i.e., low, medium, high) or housing type (i.e., duplex, apartment). They cover a broad range of housing types intended to implement the Housing Element by meeting current and future housing needs. The three categories include:

- ▶ **Permanent Housing** – Includes the housing types that most people think of, ranging from traditional single-family homes to multifamily apartments, as well as -plex units, town-homes, and accessory dwelling units (ADUs) among other types of housing.
- ▶ **Transitional and Supportive Housing** - Includes a range of housing types ranging from housing for persons transitioning from homelessness to support housing for the elderly and those suffering from a disability (physical, mental, substance) that impacts their ability to find and secure adequate and affordable housing and/or supportive services. Commonly referred to as Residential Care Facilities, as well as Supportive and Transitional Housing.
- ▶ **Emergency Housing** – Includes emergency shelters, homeless shelters, low-barrier navigation centers, and social service facilities like drug abuse, alcohol recovery/treatment facilities, and feeding centers, among others.

Where is Housing Allowed?

As discussed above, the City of Stockton's General Plan Land Use Element and Zoning Code specify what types of housing are allowed within different zones or parts of the city. For more detailed information on each of the City's zoning districts, as well as to identify the zoning associated with a specific property, please refer to the City of Stockton [Development Code](#) and the [City of Stockton Interactive Zoning Map](#), respectively. Digital Map of the General Plan Land Use Map and Citywide Zoning map can be found in the links below.

General Plan Land Use Plan [General Plan Land Use Map.pdf \(stocktonca.gov\)](#)

Zoning Map: [ZoningDistrictMap.pdf \(stocktonca.gov\)](#)

Permanent Housing

Applicability and Definitions

The permanent housing category includes the housing types that most people think of when they think of housing, ranging from single-family detached homes (the most common housing type in Stockton) to high density apartments and condominium projects. Units of permanent housing are designed as primary residences intended for full-time occupancy. Permanent housing units may be rented or owned by the occupying household at either market or below-market rates. The City of Stockton Development Code further subdivides the category of permanent housing into two main subcategories, including:

► **Single-Family**

- **Detached (SFD)**– A dwelling unit that is designed for occupancy by one household with a private yard(s) on all sides and located on a separate lot from any other unit (except an accessory dwelling unit, where permitted). This subclassification includes individual manufactured housing units.
- **Single-Family Attached (SFA)** – A dwelling unit that is designed for occupancy by one household located on a separate lot from any other unit (except an accessory dwelling unit, where permitted), yet is attached through common walls to more than one dwelling on an abutting lot(s).

► **Multi-Unit Dwelling (MUD)**

- **Multi-Unit** - Two or more attached or detached dwelling units on a single lot. Types of multi-unit dwellings can include lots with multiple detached residential units (except as described above), like cottage courts, but can also include attached units, such as duplexes, triplexes, quadplexes, rowhouses, townhouses, apartment buildings, condominium buildings, mixed use facilities, and other similar buildings.

In addition, the Development Code also provides standards for development of other special housing types, including:

- **Accessory Dwelling Units (ADU)** – An attached or detached residential dwelling unit which provides complete independent living facilities for one or more persons, including permanent provisions for living, sleeping, eating, cooking, and sanitation on the same parcel as a single-family or multi-unit dwelling (where permitted).

► **Junior Accessory Dwelling Unit (JADU)**

- An ADU that is no more than 500 square feet in size and contained entirely within a single-family or multi-unit dwelling (where permitted). A junior accessory dwelling unit may include separate or shared sanitation facilities within the existing structure.

- **Live-Work Space** – A unit that combines a workspace and a residential living space which are occupied and used by a single household that has been constructed for such use or converted from commercial or industrial use and structurally modified to accommodate residential occupancy and work activity. The working space is reserved for and regularly used by one or more occupants of the unit.

- **Co-Living Facilities** - A residential facility where living accommodations are individual secure rooms, with or without separate kitchen or bathroom facilities. Co-living units may be rented or sold often under condominium or land trust type models. This use classification also includes extended stay hotels intended for long-term occupancy (more than 30 days), but excludes Hotels and Motels, and Residential Care Facilities.

- **Mobile or Manufactured Home Park** – A development occupied by a manufactured housing unit(s), including facilities and amenities used in common by residents who rent, lease, or own spaces for manufactured housing units through a subdivision, cooperative, condominium, or other form of resident ownership.

Other Special Standards

Mobile Homes

- ▶ Mobile and manufactured homes are subject to the "Mobilehome Parks Act" ([California Health and Safety Code, commencing with section 18200](#)) as most of the permitted construction and operations fall under the jurisdiction of the [California Department of Housing and Community Development \(HCD\)](#). Sections 65852.3 and 65852.4 of the California Government Code specify that a jurisdiction shall allow the installation of manufactured homes on a foundation on all "lots zoned for conventional single family residential dwellings." Except for architectural requirements, the jurisdiction is only allowed to "subject the manufactured home and the lot on which it is placed to the same development standards to which a conventional single family residential dwelling on the same lot would be subject." The architectural requirements are limited to roof overhang, roofing material, and siding material. The only two exceptions that local jurisdictions are allowed to make to the manufactured home siting provisions are if: (1) there is more than 10 years difference between the date of manufacture and the date of the application for the issuance of an installation permit; or (2) if the site is listed on the National Register of Historic Places and regulated by a legislative body pursuant to Government Code Section 37361. Section 69852.7 of the California Government Code specifies that mobile home parks shall be a permitted use on "all land planned and zoned for residential land use." However, local jurisdictions are allowed to require use permits for mobile home parks..

Group Homes

- ▶ State law requires group residential facilities of six or fewer persons to be considered a single-family dwelling for the purpose of any law or zoning ordinance related to residential property use (California Health and Safety Code Sections 1267.8, 1566.3, 1568.08). The Housing Element includes Program 15 to amend the Development Code to allow group homes for six persons or fewer in the RE zone. The Commission Use Permit process is the only restriction to family care homes with more than six individuals. Group homes in single-family or two-family structures are exempt from Title 24 requirements. The Commission Use Permit has not been used to deny a family care home of seven or more individuals in Stockton. According to the Health and Safety Code Sections 1267.8, 1566.3, and 1568.08, residential care facilities with seven or more must be allowed without a use permit.

Farmworkers and Employee Housing

- ▶ State law asserts that employee housing for six persons or less shall be allowed in the same way residential structures are allowed in zones allowing residential uses and that employee housing for up to 12 units or 36 beds shall be deemed an agricultural use and must be subject to the same regulations as any other agricultural use in the same zone. "No Conditional Use Permit, zoning variance, or other zoning clearance shall be required of this employee housing that is not required of any other agricultural activity in the same zone" (Employee Housing Act, California Health and Safety Code Sections 17021.5 and 17021.6). Farm labor housing is considered

an agricultural activity and is permitted by right in all zones allowing agricultural uses, which complies with State law (Health and Safety Code Section 17021.6). Program 15 is included to update the Development Code to allow employee housing for six persons or less in the same way residential structures are allowed in zones allowing residential uses.

Co-Living (Single-Room Occupancy) Units

- Co-living units can provide affordable housing for lower-income individuals, seniors, and persons with disabilities, and can serve as an entry point into the housing market for formerly homeless people. A co-living unit is usually small, between 200 to 350 square feet, for 1(-2) person(s) and utilizes shared bathrooms and kitchens. As the city of Stockton has aged, downtown hotels serving overnight visitors became residential hotels, or co-living units, renting rooms by the day, week, or month to very low-income individuals or couples. According to the City of Stockton, as of 2023, there were five residential hotels operating in the downtown central business district of Stockton. There are numerous residential hotels currently vacant due to habitability, housing, and other code violations. It is unlikely that these hotels will be reopened and operated as hotels since there is significant work needed to get the residential hotels operational for overnight accommodations. There is a mix of one-, two-, and three-bedroom apartments that include both affordable and market-rate units. The City performs annual inspections of the remaining residential hotels to make sure that these hotels meet minimum health and safety standards.

Resources

The following outlines existing funding options and other resources to facility the construction of new housing units.

Funding Options

Table 19 outlines existing fundings sources applicable to permanent housing. This list may not represent every existing funding source and additional funding recommendations are discussed in the Actions and Recommendations section of the HAP.

Table 19: Financial Resources for Housing Activities

Program Name	Description	Eligible Activities
Federal Programs		
Community Development Block Grant (CDBG)	Grants available to the County on a competitive basis for a variety of housing and community development activities. County competes for funds through the State's application process.	<ul style="list-style-type: none"> ▶ Acquisition/Rehabilitation ▶ Home Buyer Assistance ▶ Homeless Assistance
Housing Choice Voucher Program (Section 8)	Assistance program that provides direct funding for rental subsidies for very low-income families.	<ul style="list-style-type: none"> ▶ Rental Assistance
Home Investment Partnership Program (HOME)	Grants available to the County on a competitive basis for a variety of housing activities. County competes for funds through the State's application process.	<ul style="list-style-type: none"> ▶ Home Buyer Assistance ▶ Housing Rehabilitation ▶ New Housing Construction ▶ Rental Assistance
Section 202	Grants to private nonprofit developers of supportive housing for very low-income seniors.	<ul style="list-style-type: none"> ▶ New Housing Construction
Housing Rehabilitation Program	Provides financial assistance to low-income homeowners for health and safety improvements.	<ul style="list-style-type: none"> ▶ Housing Rehabilitation
Emergency Shelter Grants	Competitive grants to help local governments and nonprofits finance emergency shelters, transitional housing, and other supportive services.	<ul style="list-style-type: none"> ▶ New Housing Construction ▶ Housing Rehabilitation ▶ Homeless Assistance
Homeless Emergency Assistance and Rapid Transition to Housing (HEARTH)	Funding through the HEARTH Act of 2009 to provide necessary resources for development of programs to assist homeless individuals and families.	<ul style="list-style-type: none"> ▶ Homeless Assistance ▶ New Construction
Housing Opportunities for Persons with AIDS (HOPWA)	The HOPWA program provides housing assistance and supportive services for low-income people with HIV/AIDS and their families.	<ul style="list-style-type: none"> ▶ Rental Assistance

Exhibit 1 - Housing and Neighborhood Action Plans

Program Name	Description	Eligible Activities
State Programs		
Affordable Housing and Sustainable Communities (AHSC) Program	Funds Projects that implement land-use, housing, transportation, and agricultural land preservation practices that reduce greenhouse gas (GHG) emissions. Funding for the AHSC Program is provided from the Greenhouse Gas Reduction Fund (GGRF), an account established to receive Cap-and-Trade auction proceeds.	<ul style="list-style-type: none"> ▶ New Housing Construction ▶ Housing-Related Infrastructure ▶ Transportation Infrastructure
Local Housing Trust Fund Matching Grant Program	Provides matching grants to local housing trust funds that are funded on an ongoing basis from private contributions or public sources that are not otherwise restricted in use for housing programs.	<ul style="list-style-type: none"> ▶ New Housing Construction ▶ Homebuyer Assistance
Single-Family Housing Bond Program (Mortgage Revenue Bonds)	Bonds issued to local lenders and developers so that below-market interest rate loans can be issued to first-time homebuyers.	<ul style="list-style-type: none"> ▶ Homebuyer Assistance
Mortgage Credit Certificates (MCC)	Provides qualified first-time homebuyers with a federal income tax credit that reduces the borrower's federal tax liability, providing additional income, which can be used for mortgage payments.	<ul style="list-style-type: none"> ▶ Homebuyer Assistance
Prop 63 Mental Health Services Act Funds	Funding for capital improvements and operating subsidies for supportive housing for formerly homeless or at-risk individuals with mental disabilities.	<ul style="list-style-type: none"> ▶ Special-Needs Programs ▶ New Housing Construction
CalHome Program	Grants awarded to jurisdictions for owner-occupied housing rehabilitation and first-time homebuyer assistance.	<ul style="list-style-type: none"> ▶ Homebuyer Assistance ▶ Housing Rehabilitation
Low-Income Housing Tax Credit (LIHTC)	A 4 percent annual tax credit that helps owners of rental units develop affordable housing.	<ul style="list-style-type: none"> ▶ New Housing Construction
Affordable Housing Partnership Program (AHPP)	Provides lower-interest California Housing Finance Agency (CHFA) loans to homebuyers who receive local secondary financing.	<ul style="list-style-type: none"> ▶ Homebuyer Assistance
Permanent Local Housing Allocation (PLHA)	PLHA provides a permanent source of funding for all local governments in California to help cities and counties implement plans to increase the affordable housing stock. The two types of assistance are: formula grants to entitlement and nonentitlement jurisdictions, and competitive grants to nonentitlement jurisdictions.	<ul style="list-style-type: none"> ▶ Predevelopment/Development ▶ Acquisition/Rehabilitation ▶ Housing Preservation ▶ Matching Funds ▶ Homelessness Assistance ▶ Accessibility Modifications ▶ Homeownership Assistance ▶ Fiscal Incentives

Exhibit 1 - Housing and Neighborhood Action Plans

Program Name	Description	Eligible Activities
Local Early Action Planning (LEAP) Grants	<p>The LEAP grants provide over-the-counter grants complemented with technical assistance to local governments for the preparation and adoption of planning documents and for process improvements that accelerate housing production.</p> <p>Facilitate compliance to implement the sixth-cycle Regional Housing Needs Assessment.</p>	<ul style="list-style-type: none"> ▶ Housing Element Updates ▶ Updates to Zoning, Plans, or Procedures to Accelerate Housing Production ▶ Preapproved Arch./Site Plans ▶ Establishing State-Defined Pro-housing Policies ▶ Complete List in Program Materials
Senate Bill 2 Technical Assistance Grants	Financial and technical assistance to local governments to update planning documents and the development code to streamline housing production, including, but not limited to, general plans, community plans, specific plans, implementation of sustainable communities' strategies, and local coastal programs.	<ul style="list-style-type: none"> ▶ Technical Assistance ▶ Planning Document Updates
Housing and Disability Advocacy Program (HDAP)	Services to assist disabled individuals experiencing homelessness apply for disability benefit programs while also providing housing assistance. HDAP has four core requirements: outreach, case management, disability advocacy, and housing assistance.	<ul style="list-style-type: none"> ▶ Rental Assistance
No Place Like Home	Loans to counties or developers in counties for permanent supportive housing for those with mental illness who are homeless or at risk of homelessness.	<ul style="list-style-type: none"> ▶ New Housing Construction
Homeless Emergency Aid Program (HEAP)	A block grant program designed to provide direct assistance to cities, counties, and continuums of care to address the homelessness crisis throughout California.	<ul style="list-style-type: none"> ▶ Homelessness Needs ▶ Capital Improvements ▶ Rental Assistance
California Emergency Solutions and Housing (CESH)	Provides funds for activities to assist persons experiencing or at risk of homelessness. Program funds are granted in the form of five-year grants to eligible applicants.	<ul style="list-style-type: none"> ▶ Service System Administration ▶ New Housing Construction ▶ Rental Assistance

Program Name	Description	Eligible Activities
Local Programs		
Stockton Economic Stimulus Plan (SESP)	Provides fee reductions for some of the Public Facility Fees (PFF) for both single-family and multi-family residential projects. A reduction of PFF up to a total of \$19,997 or 100%, whichever is less, for single-family residential and \$14,080 per unit for multi-family residential for these fee categories: City Office Space, Libraries, Fire Stations, Parks, Community Recreation Centers, Police Stations, and Street Improvements. To participate in the residential component of SESP, a developer must comply with the local hire and disadvantaged individual requirements as stated in Stockton Economic Stimulus Plan Brochure.	<ul style="list-style-type: none"> ▶ Single-family residential development ▶ Multifamily development (local hire not required) ▶ Only projects within City Limits

Other Resources

The following outlines existing State allowances and items that can assist in the construction of new housing units.

- ▶ **Senate Bill 330:** Senate Bill (SB) 330, the Housing Crisis Act of 2019, allows housing developments for which a preliminary application is submitted that complies with applicable general plan and zoning standards is subject only to the development standards and fees that were applicable at the time of submittal. This applies to all projects unless the project square footage or unit count changes by more than 20 percent after the preliminary application is submitted. The City of Stockton offers a pre-application conference for any application for new development or redevelopment which is required to go before the Planning Commission and any subdivision map for five or more lots, to ensure that the applicant is aware of issues and requirements related to the project.
- ▶ **Senate Bill 35:** Currently, the City of Stockton does not have a process established for processing projects under SB 35; however, the City complies with state law regarding SB 35. The City has included Program 14 to establish a process that specifies the SB 35 streamlining approval process and standards for eligible projects.
- ▶ **Senate Bill 9:** The City has prepared supplemental requirements and established a process for approving two unit and urban lot splits consistent with SB9. Applicant can download the forms on the Community Development's website at [HERE](#). The City will codify these changes as part of the Development Code (zoning) Overhaul to be completed in 2024.
- ▶ **Senate Bill 10:** Authorizes local governments to adopt an ordinance to zone any parcel for up to 10 units of residential density per parcel, at a height specified in the ordinance, if the parcel is located in a transit-rich area or an urban infill site, as those terms are defined.

Partnerships

Table 20 is not meant promote any group, but to provide a list of commonly known groups and agencies in the San Joaquin region that assist in the creation, maintenance, or funding of permanent housing in the City. For more information please contact the groups directly.

AFFH and Equity Partners

- The Housing Authority of San Joaquin County
- San Joaquin Fair Housing
- Reinvent South Stockton Coalition (RSSC)
- Valley Mountain Regional Center, San Joaquin County
- Disability Rights California
- Faith in the Valley
- Community Partnership for Families / The Community Foundation of San Joaquin
- National Association for the Advancement of Colored People (NAACP)
- Little Manila Rising

Examples of Permanent Housing Types

Rural



Single Family (Attached/Detached)



Table 20: Local Home Builders

Contact	Contact Information
Stocktonians Taking Action to Neutralize Drugs (STAND) – STAND often buys blighted single-family homes, fully rehabilitates them and sells them to low- and moderate-income families. The organization maintains a listing of available homes for sale. STAND also provides Home Loan Counseling for first time home buyers. STAND also owns five homes which it maintains as rentals, listed here. Finally, STAND owns three apartment buildings, renting units to very low-income families.	1209 E. 8th Street Stockton, CA 95206 (209) 937 7625 http://standaffordablehousing.org/
Visionary Homebuilders of California – Visionary Home Builders is a non-profit developer of affordable family and senior housing targeted towards low- and moderate-income households. Visionary Home Builders is headquartered in Stockton and has developed and operates multiple properties throughout the City.	315 N. San Joaquin Street, Stockton, CA 95202 (209) 466-6811 https://visionaryhomebuilders.org/
Housing Authority of the County of San Joaquin – Delta Community Developers Corporation (DCDC) is the 501c3 non-profit development arm of the Housing Authority of the County of San Joaquin. DCDC develops affordable and permanent supportive and senior housing communities throughout San Joaquin County, including in the City of Stockton.	2575 Grand Canal Boulevard, Suite 100, Stockton, CA 95207 (209) 460-5000 or (800) 855-7100 https://hacsj.org/development/
AG Spanos Companies – Spanos Companies is a Stockton-based developer of multifamily and master planned residential communities.	10100 Trinity Parkway, 5th Floor, Stockton, CA 95219 (209) 478-7954 https://agspanos.com/
Grupe Huber Co. – Grupe develops commercial and residential real estate, including market rate multifamily rental housing. The firm currently has two projects in Stockton, including the Stonebrier Apartments and the Eight Mile Apartments.	1203 N. Grant Street, Stockton, CA 95202 (209) 490-2663 https://grupehuber.com/
Enterprise Community Partners – Enterprise is a national non-profit that develops affordable low- and moderate-income housing, manages housing preservation programs, and provides technical assistance to local communities.	101 Montgomery Street, San Francisco, CA 94104 (415) 395-9405 https://www.enterprisecommunity.org/

Transitional Housing

Transitional housing is commonly defined to include housing intended for temporary occupancy ranging from a number of months to a number of years, and is typically associated with public services designed to aid in the transition of persons experiencing homelessness, substance abuse, physical abuse, or other similar issues from homelessness or homeless shelter facilities into permanent market rate or affordable housing, rental or for-sale.

Applicability and Definitions

Pursuant to California Government Code Section 65583(c)(3), transitional and supportive housing constitute a residential use and are subject only to those restrictions that apply to other residential uses of the same type in the same zoning district, as re-stated in the Stockton Development Code and Use Regulations.

- **Transitional Housing** – Transitional housing is designed to help homeless individuals and families move beyond emergency shelter to permanent housing (California Health and Safety Code Section 50675.2). Transitional housing includes buildings configured as rental housing, but which are operated under program requirements that call for the termination of assistance and recirculation of the assisted unit to another eligible program recipient. Typical occupancy is no less than six months. The City of Stockton's Development Code defines transitional housing as a "use by right" that shall have the same meaning as defined in subdivision (i) of Government Code Section 65583.2.

- **Supportive Housing** – Permanent supportive housing has no limit on length of stay and is occupied by a target population, and is linked to onsite or offsite services that assist the resident in retaining housing, improving their health, and maximizing their ability to live and, when possible, work in the community (California Health and Safety Code Section 50675.14; California Government Code Section 65650). Target populations often include those exhibiting certain risk factors like homelessness, mental illness, and/or substance use and addiction. Supportive housing comes in all shapes and sizes. It could be a renovated motel offering furnished co-living apartments; a multifamily development where tenants with disabilities live alongside other families with low incomes; a small, service-intensive cohousing project; or scattered-site apartments.

Existing Transitional and Supportive Housing Resources

Several transitional or supportive housing programs are offered in San Joaquin County, mostly in the City of Stockton. Transitional and permanent supportive housing programs are provided by Central Valley Low Income Housing Corporation (CVLIHC), New Directions, Women's Center – Youth and Family Services, Gospel Center Rescue Mission, Dignity's Alcove, Stockton Shelter for the Homeless, Lutheran Social Services, and HOPE Family Shelter.

Applicable Standards

The following sections summarize the zoning and development standards for the uses defined above. This summary is meant to provide clarity on the overall process and items required. Please contact the Community Development Department at 209-937-8266 or at Planning@stocktonca.gov for more information on processing and approval.

Allowable Zones and Areas

California Government Code Section 65651 requires supportive housing developments with up to 50 units to be permitted by right in all zones where multi-family and mixed-use residential developments are permitted, provided the project satisfies all of the following requirements:

1. All supportive housing units within the development are subject to a recorded affordability restriction for 55 years.
2. One hundred percent of the units, excluding managers' units, within the development are dedicated to lower income households (California Health and Safety Code Section 50079.5) and are receiving public funding to ensure affordability.
3. At least 25 percent of the units in the development, or 12 units, whichever is greater, are restricted to residents in supportive housing who meet criteria of the target population. If the development consists of fewer than 12 units, then 100 percent of the units, excluding managers' units, shall be restricted to supportive housing.
4. The developer provides the information required by California Government Code Section 65652 to the Planning Division.
5. Nonresidential floor area shall be used for onsite supportive services as follows:
 - a. At least 90 square feet for a development with 20 or fewer total units.
 - b. At least 3 percent of the total nonresidential floor area for a development with more than 20 units.
6. The developer replaces any dwelling units on the site of the supportive housing development in the manner as prescribed in Gov. Code Section 65915 (3)(c).
7. Excluding managers' units, units include at least one bathroom and a kitchen or other cooking facilities, including, at minimum, a stovetop, a sink, and a refrigerator.
8. The City shall, at the request of the project owner, reduce the number of residents required to live in the project if the project-based rental assistance or operating subsidy is terminated through no fault of the project owner if all of the following conditions have been met:
 - a. A good faith effort is made to find other sources of financial support.
 - b. Any change in the number of supportive service units is restricted to the minimum necessary to maintain a project's financial feasibility.
 - c. Any change to the occupancy of the supportive housing units is made in a manner that minimizes tenant disruption and only upon vacancy.

Process

The following outlines the general process for approval and construction of Transitional and Supportive Housing.

Transitional Housing

While SB 2 (Cedillo – 2007) added specific new requirements for local governments to meet in terms of planning for emergency shelter facilities, Government Code Section 65583(a)(5) also states that “transitional housing and supportive housing shall be considered a residential use of property and shall be subject only to those restrictions that apply to other residential dwellings of the same type in the same zone.” State law requires cities and counties to allow transitional and supportive housing in all zones that allow residential uses.

Supportive Housing

Government Code Section 6565 (a)) requires cities and counties to consider supportive housing as a residential use allowed in all zones that allow residential uses and mixed use and only subject supportive housing projects to those restrictions that apply to other residential uses of the same type in the same zone. Additionally, supportive housing must be permitted by-right in multi-family, mixed-use, and nonresidential zones allowing multi-family. Therefore, supportive housing is allowed in the city wherever single-family and multi-family residential is allowed.

Specific Standards

As the law requires cities to permit Transitional and Supportive Housing uses subject to the same regulations as similar residential developments in the same zone, the Stockton Municipal Code does not contain separate development standards for Transitional and Supportive Housing; rather, Transitional and Supportive Housing developments will be subject to the applicable residential development standards for each zone where these uses are permitted.

Emergency Shelters

Existing Shelter Resources

Table 21 on the following page identifies and summarizes the characteristics of the existing shelter facilities available in the City of Stockton.

Table 21: Existing Overnight and Emergency Facilities

Facility/Provider	Location	Description	Address
Gospel Center Rescue Mission (GCRM)	Stockton	GCRM operates an emergency shelter for 100 homeless men, women, and children as well as a 50 bed Recuperative Care Program (RCP) that provides 24-hour shelter beds for people who are too well to be in the hospital, but too sick to recuperate on the streets.	
Stockton Shelter for the Homeless (SSH)	Stockton	SSH provides temporary shelter for up to 357 single adults and families at two facilities and HOPW (Housing Opportunities for Persons with Aids) homes. The shelter assists clients in obtaining permanent housing.	
Women's Center - Youth and Family Services, Safe House	Stockton	Safe House offers up to 21 days of shelter and supportive services for up to 10 runaway and homeless youth ages 12-17 and their children.	
Haven of Peace	French Camp	The Haven of Peace is a two-week shelter for up to 35 women and their children offering case management and life skills classes with transitional housing stays lasting up to six months.	
Hope Family Shelter	Manteca	The Hope Family Shelter can house 8 families. Food, clothing, utilities, and counseling are provided.	
Raymus House (Hope Family Shelter)	Manteca	An emergency shelter that services up to 10 families consisting of women and children who have been displaced for up to 60-90 days. Women may bring their children, girls ages 0-18 and boys 0-12.	
Hope Harbor Shelter	Lodi	Hope Harbor is the largest shelter in Lodi, which can accommodate women with children, men, and single-family units. It is also the only shelter in the area that can house single fathers with children. Clients may stay 56 nights per calendar year with an option for a 28-day extension should they enter into case management.	
Lodi House	Lodi	Lodi House is a shelter for women and their children. The facility houses approximately seven adults and their children.	
McHenry House	Tracy	The McHenry House provides shelter and meals for single women, women with children, and couples, up to 18 people for a maximum stay of 15 days. The shelter typically serves seven families at a time.	
Women's Center - Family and Youth Services, Serenity House	Tracy	Serenity House is an emergency shelter for battered women and their children. Serenity House offers a comprehensive 60-day program with the capacity to serve up to 12 women and their children at a given time.	

Source: PlaceWorks; contacted agency or facility, October 2022.

Notes: The majority of facilities serve unaccompanied males and females, adult couples without children, and single-parent and two-parent families. The Women's Center - Youth and Family Services (YFS) Safe House is the only shelter that specifically serves unaccompanied youth under 18. Stockton Shelter for the Homeless (SSH) and Gospel Center Rescue Mission (GCRM) have the greatest capacity at 357 and 240 beds, while the remaining shelters have an average capacity of 30 beds.

Applicability and Definitions

The emergency housing residential use category includes emergency and homeless shelters, low-barrier navigation centers, and social service facilities, like drug abuse and alcohol recovery and treatment facilities, among other uses. Examples of emergency housing may include new purpose-built facilities, new or existing residential structures (single-family, multi-unit, or multifamily units), repurposed hotel or motel properties, or repurposed commercial or civic structures. Emergency housing facilities may offer a range of services, ranging from facilitating the bare necessities of daily living to in-patient residential treatment programs. The City Development Code further subdivides the category into three main subcategories based on definitions established under the California Government Code, including:

- ▶ **Emergency Shelter** – (California Health and Safety Code Section 65582) Housing with minimal supportive services for homeless persons that is limited to occupancy of six months or less by a homeless person. No individual or household may be denied emergency shelter because of an inability to pay.
 - *Temporary Shelter* (Shelter Crisis, as defined by local ordinance) - facilities operating for up to 24 months.
 - *Permanent Emergency Shelters*: facilities operating longer than 24 months.

▶ **Low Barrier Navigation Center** – (California Government Code Section 65660) A housing first, low-barrier, service-enriched shelter focused on moving people into permanent housing that provides temporary living facilities while case managers connect individuals experiencing homelessness to income, public benefits, health services, shelter, and housing. “Low Barrier” means best practices to reduce barriers to entry, and may include, but is not limited to, the following:

- The presence of partners if it is not a population-specific site, such as for survivors of domestic violence or sexual assault, women, or youth.
- Accommodations for clients and their pets.
- The storage of possessions.
- Privacy, such as partitions around beds in a dormitory setting or in larger rooms containing more than two beds, or private rooms.

Applicable Standards

The following sections summarize the zoning and development standards for the emergency shelter uses defined above. This summary is meant to provide clarity on the overall process and items required. Please contact the Community Development Department at 209-937-8561 or at Planning@stocktonca.gov for more information on processing and approval.

Allowable Zones and Areas

State Housing Element law (California Government Code Sections 65582, 65583, and 65589.5) requires local jurisdictions to identify one or more zoning designations that allow residential uses,

including mixed uses, where emergency shelters – and other similar uses like navigation centers, bridge housing, and respite or recuperative care – are allowed without a conditional use permit or similar discretionary permit.⁶ Under Government Code Section 65662, low barrier navigation centers must be allowed by right in areas zoned for mixed use and nonresidential zones permitting multifamily uses.⁷

6 The zoning designation(s) that allow emergency shelters without a conditional use permit must have estimated land capacity sufficient to accommodate the projected need, as documented in the jurisdictions' Housing Element. Each jurisdiction must have at least one zoning designation with capacity to accommodate at least one year-round emergency shelter or navigation center. Once these requirements are met, jurisdictions may also identify other zoning designations where emergency shelters and related facilities are permitted with a conditional use permit.

7 Per California Government Code Section 65662, a jurisdiction is required to permit a low barrier navigation center if it meets the following requirements:

It offers services to connect people to permanent housing through a services plan that identifies staffing.

It is linked to a coordinated entry system, so that staff in the interim facility or staff who co-locate in the facility may conduct assessments and provide services to connect people to permanent housing. "Coordinated entry system" means a centralized or coordinated assessment system developed pursuant to Section 576.400(d) or Section 578.7(a)(8), as applicable, of Title 24 of the Code of Federal Regulations, as those sections read on January 1, 2020, and any related requirements, designed to coordinate program participant intake, assessment, and referrals.

It complies with Chapter 6.5 starting with Section 8255) of Division 8 of the Welfare and Institutions Code.

It has a system for entering information regarding client stays, client demographics, client income, and exit destination through the local Homeless Management Information System as defined by Section 578.3 of Title 24 of the Code of Federal Regulations.

Stockton allows emergency shelters in the Residential High-Density, Commercial Office, Commercial General, Commercial Downtown, and Industrial Limited districts with a Commission Use Permit. The Development Code does not place any further restrictions or requirements on these uses. The City also allows emergency shelters "by right" (i.e., without a Commission Use Permit or other discretionary approval) in the Industrial Limited (IL), Industrial General (IG), and Public Facilities (PF) districts. While the IL and IG zones allow industrial uses, the zones are reserved for operations that are totally conducted indoors. The PF zone allows numerous other residential uses, including single-family homes and multifamily units, and is therefore suitable for emergency shelters.

Specific Standards

The following are specific standards pertaining to Emergency Housing and Low Barrier Navigation Centers.

Emergency Shelters

SMC [Section 16.80.155 \(Emergency Shelters\)](#)

and California Government Code Section 65583 specify that emergency shelters may be subject to only the following objective standards above those required of other residential or commercial development in the same zone:

- ▶ Maximum number of beds or persons permitted to be served nightly.
- ▶ Parking sufficient to accommodate all staff working at the facility, provided that the requirement does not exceed that of other residential or commercial uses in the zone.
- ▶ The size and location of exterior and interior onsite waiting and client intake areas.
- ▶ The provision of onsite management.
- ▶ Proximity to other emergency shelters, (not required to be more than 300 feet apart).
- ▶ Allowed length of stay.
- ▶ Lighting.
- ▶ Security during hours that the emergency shelter is in operation.

The City's municipal code determines the maximum number of beds for an emergency shelter by Building and Fire Codes. Development standards for emergency shelters are:

- A.** Separation Between Structures. Developments with multiple structures shall provide a 12-foot separation between those structures.
- B.** Physical Characteristics.
- C.** Compliance with applicable State and Local Uniform Housing and Building Code requirements.
- D.** The facility shall have on-site security during all hours when the shelter is open.
- E.** Facilities shall provide exterior lighting on pedestrian pathways and parking lot areas on the property. Lighting shall reflect away from residential areas and public streets.
- F.** Facilities shall provide secure areas for personal property.
- G.** Maximum Number of Beds per Facility. The maximum number of beds per facility shall be determined and as allowed by Building and Fire Codes.
- H.** Limited Terms of Stay. The maximum term of staying at an emergency shelter is six months in a consecutive 12-month period.
- I.** Parking. The emergency shelter shall provide off-street parking at a ratio of two spaces per facility for staff plus one space per 10 occupants allowed at the maximum capacity.
- J.** Emergency Shelter Management. A management plan is required for all emergency shelters to address management experience, good neighbor issues, transportation, client supervision, client services, and food services. Such plan shall be submitted to and approved

by the Director prior to operation of the emergency shelter. The plan shall, at minimum, identify the property owner's and operator's names and contact information, on-site security, and anti-loitering measures. The plan shall include a floor plan that demonstrates compliance with physical standards of this chapter. The operator of each emergency shelter shall annually submit the management plan to the Director with updated information for review and approval. The City Council may establish a fee by resolution to cover the administrative cost of review of the required management plan.

- K. Waiting Area.** To prevent queuing of shelter residents off-site, an on-site intake waiting area shall be provided that is adequate to accommodate all incoming residents.
- L. Proximity.** The proximity of an emergency shelter next to another emergency shelter shall be at minimum 300 feet.

In addition, Government Code 65583(a)(4) (SB 2) limits parking requirements for Emergency Shelters to no more than an amount sufficient to accommodate all staff working in the emergency shelter provided that the standards do not require more parking for emergency shelters than other residential or commercial uses within the same zone. Currently, the SMC requires providing off-street parking at a ratio of two spaces per facility for staff plus one space per 10 occupants allowed at the maximum capacity. In addition, other standards, including the proximity standard, need to be updated for consistency with State law. The City has included Program 12 in the Housing Element to revise the standards to ensure compliance with State law.

Low Barrier Navigation Centers

Government Code Section 65662 requires that Low-Barrier Navigation Centers be developed as a use by right in zones where mixed uses are allowed or in nonresidential zones that permit multifamily housing. For a navigation center to be considered "low barrier," its operation should reduce barriers to entry, which may include, but are not limited to, the following:

- Permitting the presence of partners if it not a population-specific site, such as for survivors of domestic violence or sexual assault, women, or youth.
- Providing accommodations for clients and their pets.
- Providing space for storing possessions.
- Providing privacy, such as private rooms or partitions around beds in a dormitory setting or in larger rooms with multiple beds.

Temporary Shelters

In the event that the City Council declares a shelter crisis, pursuant to California [Government Code](#) Section 8698.2, the following apply to temporary housing ([SMC section 16.80.155](#)):

1. Temporary Housing. Temporary structures for habitation, including, but not limited to, trailers, recreational vehicles, manufactured homes, tiny homes, and similar configurations are permitted on parcels with the approval of a temporary activity permit.

2. Application Filing and Processing.

a. General. In zoning districts that permit emergency shelters by-right, an application for temporary housing shall be filed and processed in compliance with Section [16.164.030](#)(B) (Temporary activities). It is the responsibility of the applicant to provide evidence in support of the findings required by subsection (J)(4) (Findings and decision), below.

b. Multiple Temporary Units. For proposals that include multiple temporary housing units on a single parcel, the application shall also include details of the operations of the use, including, but not limited to, a description of the following:

- i. Number of proposed units.
- ii. Cooking facilities.
- iii. Sanitation facilities and management thereof.
- iv. Power source and associated noise mitigation.
- v. Site lighting.
- vi. Site security and management, including the number of staff on site at any given time.
- vii. Location of proposed parking.
- viii. On-going site maintenance.
- ix. Duration of temporary housing.
- x. Clean-up/returning the site to its original condition following termination of the use.

3. Development Standards.

a. Number of Units Permitted. The number of temporary housing units, either individual, or single-family units, permitted on a parcel shall be determined through the temporary activity permit process.

b. Lighting. Adequate external lighting shall be provided for security purposes in compliance with Section [16.32.070](#).

c. On-Site Management. For proposals that include multiple temporary housing units, with five (5) or more units on a single parcel, at least one (1) facility manager shall be on-site during hours of operation.

d. Sanitation Facilities. The number of bathrooms and showers required on site shall be determined through the building permit process, and shall be consistent with the [California Building Code](#).

e. Parking. No parking is required for temporary housing.

f. Water and Wastewater Services. Water and wastewater service shall be available on the site proposed for temporary housing structures unless an alternative source is approved by the City of Stockton Municipal Utilities Department and Cal Water (if applicable) and complies with applicable California Building Code provisions.

i. Water. To protect the public water system, the appropriate approved backflow device shall be required. Initial testing certification of backflow devices is required and shall be performed by an entity as determined by the water purveyor.

ii. Wastewater. To protect public health, connection to the wastewater system is required. The City of Stockton Municipal Utilities Department will determine the appropriate connection requirement.

g. Electrical Service. Electrical services shall be available on the site proposed for temporary housing structures unless an alternate source is approved by the Director, and is in accordance with any applicable provisions of the California Building and Electrical Codes. All temporary or permanent electrical service shall be located on the subject site.

4. Findings and Decision. The Director may approve a temporary activity permit for temporary housing pursuant to Section [16.164.050](#) (Findings and decision).

5. Duration of Use. The duration of a temporary housing use shall be determined by the Director. It shall be the responsibility of the property owner to ensure that temporary housing units are vacated in accordance with law on or before expiration of the temporary activity permit. (Ord. 2020-06-09-1501 C.S. § 21; Ord. 2016-04-12-1602 § IV)

Funding Options

The following outlines existing funding sources applicable to Emergency Shelter facilities. This list may not represent every existing funding source and additional funding recommendations are discussed in the Actions and Recommendations section of the HAP.

- ▶ **Community Development Block Grant (CDBG)**- Grants available to the County on a competitive basis for a variety of housing and community development activities. County competes for funds through the State's application process.
- ▶ **Emergency Shelter Grants**- Competitive grants to help local governments and non-profits finance emergency shelters, transitional housing, and other supportive services.
- ▶ **Continuum of Care/Homeless Emergency Assistance and Rapid Transition to Housing (HEARTH)**- Funding through the HEARTH Act of 2009 to provide necessary resources for development of programs to assist homeless individuals and families.
- ▶ **Permanent Local Housing Allocation (PLHA)**- PLHA provides a permanent source of funding for all local governments in California to help cities and counties implement plans to increase the affordable housing stock. The two types of assistance are: formula grants to entitlement and non entitlement jurisdictions, and competitive grants to non entitlement jurisdictions.
- ▶ **Homeless Emergency Aid Program (HEAP)**- A block grant program designed to provide direct assistance to cities, counties, and continuums of care to address the homelessness crisis throughout California.
- ▶ **California Emergency Solutions and Housing (CESH)**- Provides funds for activities to assist persons experiencing or at risk of homelessness. Program funds are granted in the form of five-year grants to eligible applicants.

Partnerships

The following lists are not meant to promote any group, but to provide a list of commonly known groups and agencies in the San Joaquin region that assist in creating, maintaining, or funding emergency shelter. For more information, please contact the groups directly.

- [San Joaquin Continuum of Care](#) (SJCoC)
- [The Housing Authority County of San Joaquin](#) (HACSJ)
- Gospel Center Rescue Mission
- Lodi Committee on Homelessness
- Central Valley Building Industry
- Catholic Charities
- City of Stockton City Manager's Office
- SJC Behavioral Health, Public Health, Human Services Agency
- Community medical centers
- St. Joseph's Medical Center
- Tracy Community Connections Center
- Haven on Peace
- Family Resource and Referral Center
- St. Mary's Dining Kitchen

Recommended Actions

The following actions expand on the Housing Element Goals and Programs and address specific challenges in Stockton's Development Review Process for current and future housing needs.

COLLABORATION

The following actions are intended to enhance collaboration with stakeholders and developers to improve the review process and the standards used within those processes.

HAP-ACTION 4.1: Enhanced Neighborhood Planning

Support neighborhood efforts to create and implement Specific Plans, Commercial Corridor Action Plans, and additional community plans and strategies that address housing needs. The City shall work to conduct neighborhood-level planning with residents to develop responsive engagement and investment strategies that ensure meaningful and equitable participation and anti-displacement solutions in areas targeted for inclusive economic and community development. Infrastructure and California Environmental Quality Act (CEQA) analysis should be conducted to facilitate and reduce the length and cost of the development review process.

HAP-ACTION 4.2: Developer Outreach.

Hold a symposium or a series of meetings with local and regional housing developers and landholders to discuss opportunities and barriers to housing development. Provide resource education on City programs which may incentivize development. Work to remove barriers mentioned in the meetings within the City's jurisdiction.

HAP-ACTION 4.3: Neighborhood Metrics

Explore data and community health metrics within each of City's 15 defined neighborhood areas, to identify best practices to improve sustainability and ensure equal access to services and opportunities in these neighborhoods. Metrics can include percentage of housing diversity and income affordability, proximity to civic services, education facilities, and employment, and needed goods.

HAP-ACTION 4.4: Regional Analysis of Impediments to Fair Housing

The City shall continue to participate in a regional collaborative approach to analyzing and addressing fair housing issues through the five-year review and update of the regional Analysis of Impediments to Fair Housing Choice. The City shall take affirmative actions to further fair housing choice in the City by implementing the solutions developed in the Regional Analysis of Impediments to Fair Housing Choice (AI) to mitigate and/or remove fair housing impediments.

Enhanced Standards and Process

The following actions are intended to enhance development standards to increase the likelihood of high-quality housing development and provide clarity to developers and City staff.

HAP-ACTION 4.5: Corridor Revitalization

The City should consider zoning amendments to increase the usability of commercial and residential corridors of importance in the City and surrounding areas. These changes should assist in the revitalization of these corridors with the following practices.

- ▶ Deter land uses and businesses that negatively impact the area or already have an overconcentration in the area. If the uses cannot be discouraged, include development standards that enhance the surrounding area and mitigate negative impacts from the use. An example is enhanced landscaping, lighting, and screening walls designed for outdoor equipment storage.
- ▶ Add standards that buffer sensitive uses from noxious or intense uses (e.g. protect residential areas from industrial uses). This should include standards to mitigate excessive or unpleasant noise, lighting, vibration, and odors.
- ▶ Deter traffic patterns that impact negatively or disproportionately impact those areas (example are area with heavy freight traffic).
- ▶ Identify areas with possible contamination from pipelines, brownfields, or illegal dumping.
- ▶ Continue to explore design standards to enhance aesthetics, reflect the corridors' history, and contribute to a sense of place.

HAP-ACTION 4.6: City Initiated Zoning Code Amendments

The City will explore an annual city-initiated zoning map and code updates to help rezone and make regulatory changes that help communities and owners at the City's expense. These changes would occur once a year and at the City's expense. Proposed changes must align with General Plan policies and not impact on the surrounding uses.

HAP-ACTION 4.7: Increase Densities to Increase Ridership

Since effective transit ridership typically relies on higher densities (around 16 units/acre) to ensure enough residents for ridership, the City should look to increase housing densities along transit corridors and urban areas to allow densities of a minimum 16 units/acre to facilitate high densities that could lead to more housing units and increase ridership.

HAP-ACTION 4.8: Increase Regulatory Incentives

The City should explore more market-driven zoning code reform as illustrated in the Housing Element:

- Density allowances to spur development.
- Infill standards that streamline and add flexibility to aid in developing smaller lots (5 acres and below).
- Environmental Streamlining through enhanced performance measures.
- Create requirements for new development to provide a percentage of high-density housing and possible waivers for projects that provide defined public benefit.

HAP-ACTION 4.9: Historic Preservation Fund

Pursue and promote historic preservation funding sources, such as the California Mills Act Property Tax Abatement Program, Federal Historic Preservation Tax Incentives Program, and State Historic Rehabilitation Tax Credit Program, to incentivize the rehabilitation and protection of historic resources in the Study Area.

HAP-ACTION 4.10: Housing for Large Households

Update the Development Code to allow deviations from development and design standards for multifamily and mixed-use residential projects that include at least 10 percent large units (three bedrooms or more) of the total units. Deviations may include reduced parking standards, reduction in setbacks, or reductions in landscaping requirements, among others.

HAP-ACTION 4.11: Conversions to Affordable Housing

The City shall explore new strategies to convert abandoned and blighted properties into affordable housing.

HAP-ACTION 4.12: Homeless Protections

Work with the Economic Development Department to use funding received from the California Interagency Council on Homelessness, and other resources, to create affordable housing options for residents experiencing or at risk of homelessness, through the following actions:

- Partner with qualified developers in the development of future rounds of a Homekey project funding applications. for Round 3 of State funding.
- Establish a Motel Voucher program.
- Offer financial support to developers that include housing options for extremely low-income residents, including subsidized units and/or single-room occupancy-living units.
- Partner with community and nonprofit organizations to connect persons experiencing or at risk of homelessness with caseworkers. Develop a homeless outreach that includes members with a variety of

specialties (e.g., mental health, medical services, family services) to connect homeless residents with supportive services.

- Offer transportation to the Navigation Center, or other Stockton Shelter programs, for interested individuals and families.
- Analyze and strengthen, if necessary, active transportation connections to the Navigation Center.
- Use funding received from the California Interagency Council on Homelessness to implement the Local Homeless Action Plan.
- Establish a local community working group to regularly meet with residents to identify and prioritize needed improvements in public infrastructure, such as larger sidewalks and bike infrastructure.

HAP-ACTION 4.13: Encourage Co-Living Facilities

The City shall encourage micro-unit housing in combination with significant shared community space and new shared and intergenerational housing models to help meet the housing needs of aging adults, students, and lower income individuals and families. The City will partner with regional groups and educational institutions to explore potential partnerships and builders who specialize in providing and/or operating this type of housing. This can include the creation of a Single Room Occupancy (SRO) ordinance to provide standards and seek funding and other resources for the rehabilitation and creation of SRO units.

HAP-ACTION 4.14: Movable Tiny Homes as ADUs

The City shall consider amending the Planning and Development Code to allow movable tiny homes to be considered an ADU.

HAP-ACTION 4.15: Overconcentration of Non-Urban Uses

The city should explore restrictions in specific corridors and redevelopment areas to prohibit the use of businesses that may impede future redevelopment. A market study should be conducted in coordination with business representatives and property owners, but land uses or businesses for consideration to minimize overconcentration could include Auto parts stores, New/Used car sales, Gas stations, Payday (short-term) lending, and Pawn shops).

HAP-ACTION 4.16: Mixed Income Housing Ordinance

The City shall explore the use of a mixed income housing ordinance and conduct an economic feasibility study to guide any, including considering an inclusionary housing component. The City will engage a broad range of stakeholders to ensure a variety of voices and interests are heard and considered. Based on the findings of the evaluation and the study, the City shall consider amendments to the ordinance to increase the amount of affordable housing built in the City while ensuring the requirements do not constrain overall housing production.

HAP-ACTION 4.17: Permit Review Times

Continue to explore methods to further reduce the expense and uncertainty associated with the Planning and Building Permit Process through the ongoing communication with housing devel-

opers, other stakeholders, and the City's Dev Stat Review Team. The Dev Stat team for form in 2021 consists of City Staff meeting routinely to explore ways to reduce review times for entitlement and construction permits. Some options that are currently being explored by this team include:

- Enhanced materials prior to submittal for entitlement
- Possible waiver of entitlements
- Additional Staffing resources (consultants)

HAP-ACTION 4.18: Development Review Process

Work with various City departments to expedite the development review process for applications that include housing in the Downtown Core and areas within the Neighborhood Action Plans. Identify one point of contact at the City that will serve as the main contact for the project during the City's development review process.

HAP-ACTION 4.19: Historic Project Development Review and Fees.

Work with the Housing Division to create a historic resource rehabilitation program that includes expedited review and reduced fees for housing projects that include historic resources in the Study Area.

HAP-ACTION 4.20: Fee Deferral Program.

Explore the feasibility of a CDD fee deferral program for housing and mixed-use projects located in the Greater Downtown Area and the three Neighborhood Study Areas (Cabral/East Cabral, Little Manila/Gleason Park, and South Airport Corridor). This program should be monitored for efficacy and sunset after ten years.

5. Affordability and Definitions

These definitions are detailed in the 2023-2031 Housing Element.

Housing Cost and Affordability

Housing affordability can be inferred by comparing the cost of renting or owning a home in Stockton with the presumed maximum affordable housing costs for households at different income levels. This information can provide a picture of who can afford what size, type, and location of housing. It can also indicate the type of households that would likely experience overcrowding or overpayment.

The income categories shown below are used for the purpose of determining eligibility for housing assistance through State, federal and local programs.

- ▶ **Area Median Income (AMI) (\$85,000)**
- Housing affordability is based on AMI. According to HCD, the AMI for a four-person household in the San Joaquin County was \$85,000 in 2022. Income limits for larger or smaller households were higher or lower, respectively, and are calculated using a formula developed by state.
- ▶ **Extremely Low-Income (ELI) Household (less than \$27,750)** is one whose combined income for a household of four is between the floor set at the minimum Supplemental Security Income (SSI) and 30 percent of the AMI. A household of four is extremely low-income in Stockton if its combined income is \$27,750 or less for the year 2022.

- ▶ **Very Low-Income (VLI) Household (\$27,751 – \$41,400)** - is one whose combined income for a household of four is at or between 31 and 50 percent of the AMI for the year 2022.
- ▶ **Low-Income (LI) Household (\$41,401 – \$62,200)** is one whose combined income for a household of four is at or between 50 and 80 percent of the AMI for the year 2022.
- ▶ **Moderate-Income (MI) Household (\$62,201 – \$102,000)** is one whose combined income for a household of four is at or between 81 and 120 percent of the AMI for the year 2022.
- ▶ **Above Moderate-Income (AMI) Household (exceeds \$102,001)** is one whose combined income for a household of four is above 120 percent of the AMI for the year 2022.

The Regional Housing Needs Allocation (RHNA)

The Regional Housing Needs Allocation (RHNA) is a requirement used in the Housing Element planning period from 2023 to 2031. The county-wide RHNA is 52,719 units categorized into four income categories. SJCOG is responsible for developing a methodology to distribute the housing need to each jurisdiction within the region: the unincorporated county areas and the cities of Escalon, Lathrop, Lodi, Manteca, Ripon, Tracy, and Stockton. Of the total 52,719 needed units, 12,673 are allocated to the City of Stockton.

Affirmatively Furthering Fair Housing (AFFH)

Assembly Bill (AB) 686 requires all housing elements after Jan 1, 2021, to include an Assessment of Fair Housing consistent with AFFH Final Rule. Local jurisdictions must analyze areas of poverty, access to opportunity, and housing needs, including displacement risk. The City of Stockton has prepared a local assessment of fair housing and identified factors contributing to fair housing issues. The placement of housing in relation to resources and opportunities is crucial in addressing disparities in housing needs and promoting inclusive communities where all residents have access to opportunity. This is especially significant for low-income households. AB 686 introduced a new requirement for housing elements to analyze the geographic distribution of projected units by income category, access to high-resource areas, and other fair housing indicators compared to citywide patterns to understand how the projected locations of new housing units will affirmatively further fair housing.

Missing Middle Housing

The term "Missing Middle" refers to a lack of options for housing types in between the two ends of the spectrum: single-family homes (expensive) and multifamily (less expensive). Many families earn too much income to qualify for subsidies, but cannot afford the single-family premium, leaving these households with limited options. By providing various housing "types" (e.g. duplex, townhomes, cottage courts, etc.), Missing Middle housing provides housing options that are more affordable than single-family homes to address this gap and increasing demand for walkability.

Many communities support Missing Middle housing as it can fit into existing neighborhoods and support walkability, retail, and public transportation without changing the neighborhood's look and feel.

Governmental and Non-Governmental Constraints

California law requires local governments to assess constraints to housing production. The 2023-2031 Housing Element analysis found no undue constraints in Stockton's Envision 2040 plan and Development Code updates. Main takeaways from the Housing Element include:

- ▶ Residential development is permitted in non-residential and mixed-use zones, with high-density units up to 136 per acre downtown.
- ▶ The City's Affordable Housing Density Bonus exceeds State law by allowing 100% Density Bonuses. In addition, density waivers are allowed for small lots to match surrounding development and address site constraints.
- ▶ Parking standards are low and not a constraint for development, even for housing projects like TOD, affordable, senior, and small lots.
- ▶ ADUs are permitted by right and treated equally as other housing types. Supportive housing and low-barrier navigation centers are also allowed without constraints in specified zoning districts.

- ▶ In 2023, the City earned the Prohousing Designation from California's Housing and Community Development Agency (HCD). This designation indicates the City has progressive policies and regulations that encourage housing production and increase the City's position in competing for funding programs.

Local government agencies cannot control construction costs or financing terms, which do not count as development constraints under California Housing Element law. However, if the City can assist with interest rate buy downs or cost-saving measures like prefabricated units, it may speed up new housing production.

6. Neighborhood Action Plans

Background

In 2019, the State of California provided \$250 million to help jurisdictions with planning efforts that accelerate housing production to meet the identified needs of each community. The funds were allocated as a one-time award to regional planning agencies, and the San Joaquin Council of Governments (SJCOG) was responsible for distributing funds to the City of Stockton. In 2021, the City of Stockton applied for and was awarded funds to prepare Neighborhood Action Plans focused on furthering housing development in three areas in Stockton:

- ▶ **South Airport Way** in South Stockton, along the South Airport Way corridor from Dr. Martin Luther King Jr. Boulevard to East 12th Street.
- ▶ **Little Manila/Gleason Park** in Central Stockton, just south of the Crosstown Freeway (Highway 4) and Downtown Stockton
- ▶ **Cabral/East Cabral Station Area** in central Stockton, bounded by the Crosstown Freeway (Highway 4) to the south and the University Park campus to the north, along Park Street.

A plan was prepared for each area to ensure that the housing-supportive objectives and actions reflect the unique needs within each community.

Neighborhood Action Plans Content

Each Neighborhood Action Plan includes an introduction, a description of the study area, a summary of challenges and opportunities for new housing development, a map of vacant sites, a presentation of potential housing types, and a list of objectives and actions to further the development housing.

An existing conditions report, Appendix 8, was also prepared. It contains background information about each study area, including community character, and demographics, plus an infrastructure readiness analysis for vacant infill sites.

Appendix 9 contains an overview of the outreach conducted during the preparation of the Neighborhood Action Plans.

How to Use the Plans

The following Neighborhood Action Plans for South Airport Way, Little Manila/ Gleason Park, and Cabral/East Cabral Station Area are intended to serve as a guide for City staff and decision makers in the effort to improve housing opportunities within each study area.

Please note that since each Neighborhood Action Plan was developed to reflect the unique needs of each community, the action and page numbers in each Neighborhood Action Plan are unique to that plan (i.e., starting at page 1 in each plan).

South Airport Way Neighborhood Action Plan

for the City of Stockton
September 2024





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Front cover image credit: Union Building.



South Airport Way

Neighborhood Action Plan for the City of Stockton

September 2024

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1. Introduction

As of 2023, the entire state of California, including Stockton, faces a significant housing supply and affordability crisis spurred by high land costs, rising construction costs, and limited financing options. In 2019, the Governor allocated \$250 million to help jurisdictions with planning efforts that accelerate housing production to meet the identified needs of each community. The funds were directly allocated as a one-time award to regional governments. Stockton's regional Council of Governments – the San Joaquin Council of Governments (SJCOC) – was the governing body responsible for distributing the funds to local jurisdictions. In 2021, the City of Stockton applied for and was awarded funds to prepare Neighborhood Action Plans focused on furthering housing development in three areas in Stockton, including the South Airport Way Study Area, which is the focus of this Action Plan. Separate Action Plans were also prepared for two other areas - Little Manila/Gleason Park and Cabral/East Cabral Station Area.

Purpose of This Action Plan

The City is continuously working to address housing supply issues and has adopted a number of plans and strategies that directly or indirectly support housing throughout the city. The South Airport Way Neighborhood Action Plan (Plan) builds on these plans, including the City's Housing Action Plan and Housing Element. The Plan identifies actions to **further the development of housing, achieve a variety of housing types, support neighborhood revitalization,**

and improve access to transit, services, and amenities within the South Airport Way Neighborhood Action Plan Area (Study Area), which is shown and described herein.

Users of the Plan include community members interested in learning about the City's efforts to further housing development in the Study Area, housing developers, City staff, decision-makers, and any other interested party.

Description of the Study Area

The South Airport Way Study Area is in South Stockton, running north to south along the South Airport Way corridor from Dr. Martin Luther King Jr. Boulevard to East 12th Street. This Study Area includes the South Airport Way corridor, which is a heavily traveled arterial in the southern portion of the city. Land use in the area includes various housing types, including single-family homes and apartments; commercial uses such as grocery stores, banks, and strip-mall retail centers; a few auto-oriented businesses; and several vacant lots. The San Joaquin County Fairgrounds is located near the Study Area, but it is not included as part of the Study Area since the Fairgrounds are owned by the State of California. The South Airport Way Study Area does not contain any federal, state, or local historic resources.

Like the Little Manila/Gleason Park and Cabral/East Cabral Station Area Study Areas, the South Airport Way Study Area was selected for a Neighborhood Action Plan because there is an elevated need for quality housing and complementing services and amenities for the surrounding community. These areas were identified in the

2040 Envision Stockton General Plan as sites in need of investment. All three areas are also located within the South Stockton Promise Zone and are mapped by the State Housing and Community Development Department as low-resource areas, with the need to improve access to adequate infrastructure, employment, and housing.

The objectives and actions included in this Neighborhood Action Plan may be applicable to areas outside of the Study Area boundary.

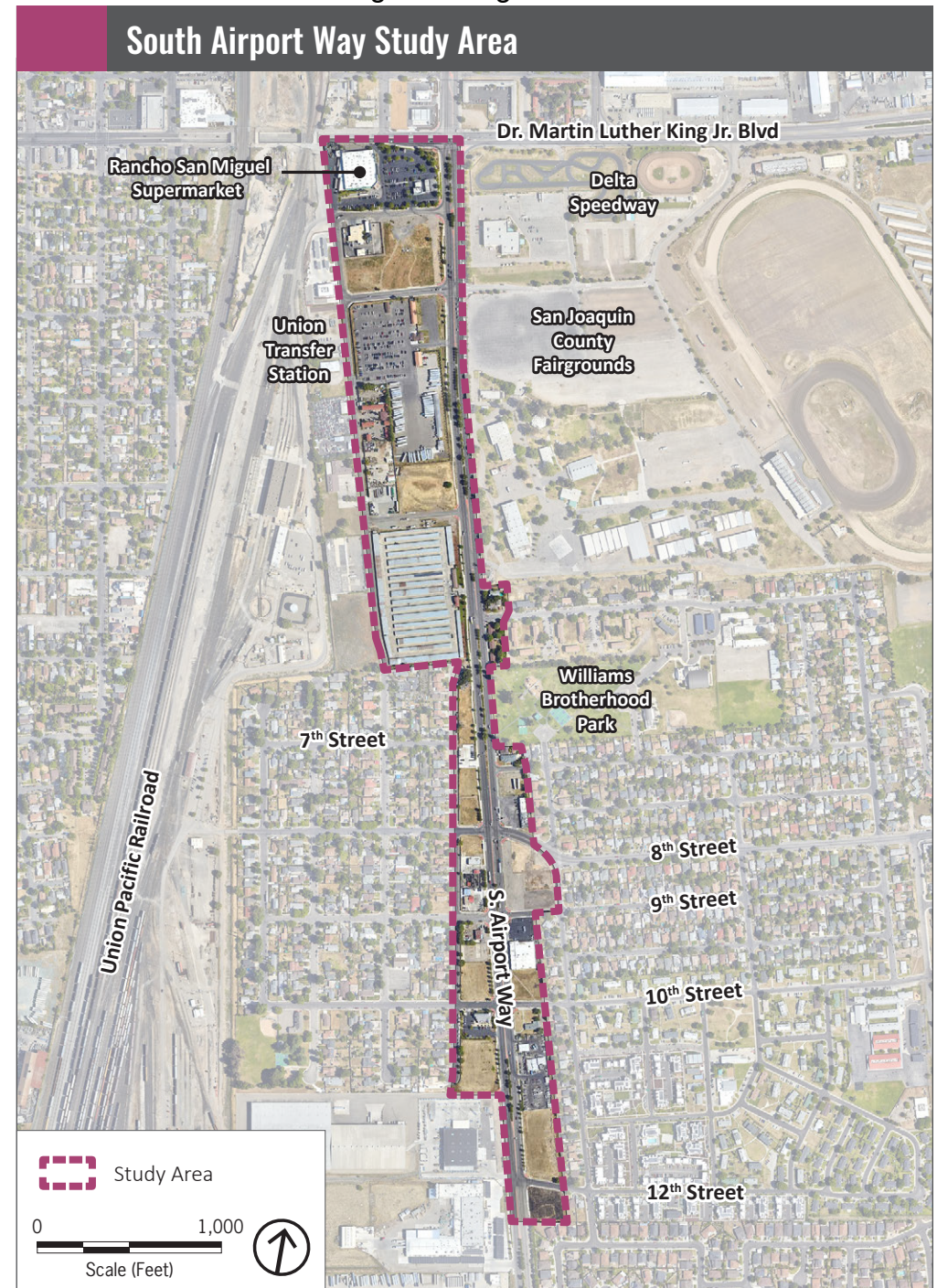
How to Use the Action Plan

The South Airport Way Neighborhood Action Plan is organized into four chapters and two appendices. The contents of each chapter are summarized here.

Chapter 1 – Introduction: This chapter provides a summary of the Plan purpose, describes the Study Area boundary, and explains the contents of the Plan.

Chapter 2 – South Airport Way Study Area: This chapter describes the South Airport Way Study Area, including existing land uses, community character, and demographics, which together provide the baseline conditions the Plan will address through the actions in Chapter 4.

Chapter 3 – Potential for New Housing: This chapter explores challenges and opportunities for new housing development



Source: Google Earth Professional, 3/2/2023. PlaceWorks, 2023.

What is an Action Plan?

An Action Plan includes measurable steps that can be taken to achieve a specified objective. Objectives are end-statements; they describe what the community wants to accomplish to resolve a particular issue or problem. Actions help guide day-to-day decision making so that there will be continuing progress toward the attainment of the community's objectives. The actions in the South Airport Way Neighborhood Action Plan will serve as a guide for City staff and decision makers in the effort to improve housing opportunities and access to services and amenities in the South Airport Way Study Area.



South Airport Way.

in the Study Area. It highlights feedback from stakeholders and matches a map of vacant sites with descriptions of the types of new housing that may be well-suited for those sites.

Chapter 4 – Objectives and Actions: This chapter includes the Plan actions, which are divided under four objectives:

1. Further the development of housing
2. Provide more housing choices
3. Improve access to transit, services, and amenities
4. Support neighborhood revitalization

Appendix 8 – Neighborhood Action Plans Existing Conditions

Report: This appendix contains background information about the Study Area, including community, character demographics, and infrastructure. It also includes an infrastructure readiness analysis that was completed for three vacant infill sites in the Study Area to help inform existing conditions.

Appendix 9 – Neighborhood Action Plans Outreach Summary:

This appendix contains an overview of the outreach conducted during the preparation of the Neighborhood Action Plans, including the other two Study Areas.

2. South Airport Way Study Area

The South Airport Way Study Area is in South Stockton, as shown on the Stockton City Boundary map, and includes the heavily traveled South Airport Way corridor. The Study Area boundary was developed on the basis of stakeholder feedback and identified as an area with elevated need for quality housing and amenities for the community. However, the Study Area boundary is not meant to serve as an official map of the neighborhood. See Appendix 8, Neighborhood Action Plans Existing Conditions Report, for more information about the Study Area.

Existing Land Use

Land uses in the Study Area includes a mix of residential, commercial, industrial, and institutional uses, but vacant land accounts for almost half of the Study Area acreage. Although relatively few homes line South Airport Way corridor, most of the surrounding areas feature single-family homes, and the significant amount of vacant land along South Airport Way presents major opportunities for housing development in multi-family and/or mixed-use formats. Commercial uses in the Study Area include grocery stores, banks, strip retail centers, and a few auto-oriented businesses.

The South Airport Way Study Area contains low-income census tracts where a significant number of residents are more than a



View of an affordable housing development near the Study Area.

half mile from the nearest supermarket, which are tracts the U.S. Department of Agriculture considers as having low food access. However, the Rancho San Miguel supermarket is less than half a mile away for some of the residents near the northern part of the Study Area. There are a few auto-centered and industrial uses along the corridor. The existing land uses and additional background information about the Study Area can be found in Appendix 8.



Who Lives in South Airport Way?

Age

62% below the age of 34 in South Airport Way area

VS

53% below the age of 34 in Stockton



Race/Ethnicity

- ▶ **79%** Hispanic or Latino (of any race)
- ▶ **15%** Black or African American
- ▶ **3%** Asian
- ▶ **2%** White
- ▶ **1%** Two or more races



Housing Tenure

in South Airport Way area

59% Renters

41% Owners

VS

50% Renters

50% Owners

in Stockton



Average Household Size

4 persons per household in South Airport Way area

VS

3.2 persons per household in Stockton



Overcrowded Housing

16% overcrowded housing units in South Airport Way area

VS

9% overcrowded housing units in Stockton



Average Household Income

\$40,379 in South Airport Way area

VS

\$78,712 in Stockton



What We Heard from the Community About the Study Area

The South Airport Way Neighborhood Action Plan was prepared in collaboration with the local community, including those who live in or around the Study Area.

The primary ways community members provided input were through four pop-up events that were located in or near the Study Area, two open house events that were facilitated by the City, a paper survey that was available in five languages, and an online activity. These engagement methods – as well as the feedback received – are further described in Appendix 9. Key takeaways from the community feedback received are summarized below. While the survey results received are not considered statistically significant, they help inform existing conditions within and near the Study Area.

Provide More Housing Choices

The first question in the housing paper survey and online activity asked people to identify the type of housing they would like to see built in their neighborhood. A majority of the participants who responded to the survey question said they would like to see apartments, duplexes, triplexes, and fourplexes built in their neighborhood. Other housing needs identified include mixed-use, live-work,

townhomes, supportive and transitional housing, and single-family homes. As noted above, the survey results received for the Study Area are not considered statistically significant; however, they help provide insight on the type of housing that may be needed in the Study Area.

Housing Affordability

Affordable housing was mentioned as the number one type of housing participants would like to see in the Study Area. Housing is classified as “affordable” if households do not pay more than 30 percent of income for payment of rent (including a monthly allowance for water, gas, and electricity) or monthly homeownership costs (including mortgage payments, taxes, and insurance). As stated in Stockton’s 2023-2031 Housing Element, the rate of housing cost burden for lower-income households is slightly higher in Stockton (75 percent) than in San Joaquin County (72 percent) and California (70 percent), pointing to a need for more affordable housing units in Stockton, including within the Study Area, where the average household income is \$40,379 vs. Stockton’s citywide income of \$78,712. Apartments, which include market-rate apartments, were also mentioned as a need, and are also encouraged through the actions in this Plan.

Access to Transit, Services, and Amenities

When asked what could be added to improve the quality of life in the neighborhood, participants responded regarding a need for grocery stores or neighborhood markets that have a variety of foods, community centers, green spaces, parks, and social services.

Participants also mentioned the need for neighborhood improvements, such as streetlights, improved sidewalks, bike lanes, bus shelters, improving or adding crosswalks, and bathrooms. A few participants acknowledged the need for traffic-calming measures, such as placing speed bumps on residential streets or other measures to deter unsafe driving. There was also mention of the need for a new school.

Neighborhood Revitalization

Community members have pointed out that there may be code enforcement issues in the Study Area that need to be addressed, such as removing cars that have been parked on the street for a long period of time and pruning overgrown trees along the sidewalk. Another way that this Study Area could be revitalized is through cleaning and maintaining the parks that are in the area. A suggestion was also made to provide free junk removal and stormwater solution services to the surrounding community.

Along with this, multiple community members had highlighted that safety is a large concern in this Study Area. Some suggestions for ways that safety can be addressed include having community safety officers and/or officers that patrol on foot. Speed bumps were another option that was discussed as a method to create safer neighborhoods in the Study Area. Other community members recommended better education, training, housing, and job opportunities in this area to assist in the revitalization process.



Open House held on June 15, 2023.



Pop-up event held at Sierra Vista on June 14, 2023.



Pop-up event held at STAND on October 7, 2022.



Halloween Pop-up event held at STAND on October 18, 2022.

3. Potential for New Housing

Faith-Based Housing

Places that accommodate civic and shared gathering spaces, such as faith-based organizations, are a tremendous opportunity for additional housing. Churches and other faith-based organizations often own larger parcels where a portion of the land is underutilized and/or contain structures that could be retrofitted or expanded to provide housing. Providing housing on these sites can both help supply members of these organizations with affordable places to live while also offering supplemental income to the organizations. In the South Airport Way Study Area, potential faith-based housing sites include 1402 Twelfth Street and 2427 South Airport Way (Sites #14 and #12 on the vacant sites map shown on Page 16).

Many jurisdictions are working with local faith-based organizations to expand opportunities for housing on their sites. This includes overcoming barriers such as limited financing options, regulatory review requirements, and lack of local real estate and development experience. Opportunities unique to faith-based housing include the ability to submit a taxable donation for the sellers of the land.



Vacant site on South Airport Way owned by a Faith-Based Organization.

The San Joaquin County Fairgrounds is located just east of the Study Area. A 110-acre portion of the fairgrounds is currently the largest California site offered for housing development under Governor Newsom's Executive Order N-06-19, which intends to address the State's housing affordability crisis. The fairgrounds could be a significant opportunity for the construction of new housing at varying income levels, including home ownership opportunities.

South Airport Way and 8th Street

Within the South Airport Way Study Area, there is a 76-unit affordable senior housing mixed-use project currently entitled. The 84,500-square-foot site, located on two vacant lots in the Study Area, is proposed to be developed with a mixed-use building that includes affordable units. The mixed-use component would include ground-floor commercial uses, likely reserved for community service providers such as STAND Affordable Housing and Community Medical Centers. Also planned for the site is a clinic building that is anticipated to be constructed after the mixed-use building construction is complete. The design of the project has not been finalized, and there is currently no estimated time for completion of the project.

Challenges and Opportunities

The South Airport Way Study Area is an ideal place for the construction of new housing that complements the South Airport Way corridor and the surrounding existing neighborhood. About 40% of land in the Study Area is vacant, which signifies a major opportunity for new housing development, including some sites that could accommodate mixed-use development that combines housing with amenities.

An infrastructure readiness analysis was conducted for three key vacant infill sites in the Study Area. The analysis found that infrastructure in the Study Area is generally adequate to support new housing, but one key site analyzed did not have fire flow sufficient to support a new mixed-use building, and sidewalk condition on

Brownfields

Brownfields are sites that may have a hazardous substance, pollutant, or contaminant. Cleaning up and reinvesting in brownfield properties can increase the local tax base, facilitate job growth, and take development pressures off of open land. A variety of grants support brownfield revitalization efforts by funding assessment, cleanup, and job training, including:

- ▶ the EPA Brownfield Multipurpose Grant, which offers up to \$800,000 to assess site reuse and market feasibility assessment; and
- ▶ the EPA Brownfield Cleanup Grant, which can provide up to \$2 million for one or more sites.

side streets around Airport Way varies widely. This type of improvement, and any other infrastructure improvements that are necessary, could be costly for developers and may hinder new housing development. See Appendix 8, Neighborhood Action Plans Existing Conditions Report, for the complete infrastructure readiness analysis and for a map showing the sidewalk conditions in the Study Area.

Per the Market and Needs Assessment in the Citywide Housing Action Plan, market constraints and the need for enhanced infrastructure were noted as significant challenges to constructing housing in Stockton.

Feedback from Stakeholders

To help understand barriers to housing development in the Study Area, the City held one-on-one and small-group meetings with local stakeholders during July to September 2022. Key themes that emerged from these meetings surrounding challenges and opportunities for new housing development, are as follows:

- ▶ **Environmental Contamination.** There is a concern about developing a few of the vacant properties in the Study Area because the ground is likely contaminated. Sites that are contaminated typically require remediation before construction can occur, which can be an impediment to new housing development due to cost and timing issues. To help address this challenge, this Plan encourages pursuing grants for brownfield analysis, and if needed, remediation and a holistic program for cleaning up sites along the corridor.
- ▶ **Housing and Services.** Multifamily, mixed-use, and faith-based housing were recommended as an opportunity for some of the lots in the Study Area. However; it was also noted that in addition to housing, services and commercial uses are needed to support new housing development along the South Airport Way corridor. The Table on Page 17 includes a list of vacant sites and identifies the most feasible housing types that could be built on each site.

What is a Community Land Trust?

A community land trust (CLT) is a non-profit organization that acquires and holds land for affordable housing, agriculture, or other community-oriented purposes. The CLT usually leases the land at affordable prices while retaining ownership. By using this model, CLTs aim to create stable, sustainable, and equitable communities, providing housing and resources that align with the community's needs and priorities. This approach promotes community empowerment and collective decision-making to ensure that the land remains a valuable asset for generations to come.

- ▶ **Community Organizations.** There is an opportunity to collaborate with local community organizations to help improve housing choices in the Study Area. Partnering with other organizations will bring additional expertise, resources, and perspectives to solving the unique challenges presented in this neighborhood. One idea that was shared is to work with a local organization to encourage community members to participate in an educational homeownership training course or learn about other resources for first-time homebuyers. Another option could be to support the creation of a Community Land Trust.

- ▶ **Housing Market.** The sales price of new market rate housing in Stockton is lower than in nearby areas, which has led developers to favor other communities over Stockton. However, since affordable housing development usually includes State funding, these projects tend to be relatively feasible in Stockton. This Plan supports affordable housing and encourages the construction of housing at varying income levels.
- ▶ **Development Process.** Timing can be a major constraint to new housing development. Market fluctuations and time from application to approval can hinder new development. This Plan supports expanding the active period for permits and entitlements from 12 months to 24 months to allow for flexibility by housing developers.
- ▶ **City Fees.** Fees were also identified as a barrier to new housing development. This Plan explores efforts to waive or reduce certain City fees for new housing development in the Study Area. It also supports the preparation of marketing materials that highlight common improvements and costs associated with development to provide transparency.
- ▶ **Funding.** To support housing creation, there is an opportunity to assist developers with the cost of developing housing. The City could evaluate the feasibility and benefits of adopting a financing district for the Study Area to support the development of housing, as well as neighborhood revitalization.

Displacement Risk

Displacement risk increases when a household is paying more for housing than their income can support. Stockton is in San Joaquin County, which is a region that has experienced significant population growth and development resulting in rising housing costs and increasing the risk of displacement in some neighborhoods.

To study the displacement vulnerability of Stockton households, the City of Stockton prepared a Residential Displacement Assessment Report in 2023. This Assessment Report utilized two mapping tools: San Joaquin County's Gentrification and Displacement Mapping Tool and The Affirmatively Furthering Fair Housing Data Viewer, to identify the types of displacement risk that residents are facing. According to the displacement mapping tool, the South Airport Way Study Area is under the "Susceptible and Ongoing Displacement" designation.

This plan includes actions to help further the development of housing and improve access to services and amenities in the South Airport Way Study Area, which could inadvertently increase the potential for displacement. To help mitigate this risk, the Neighborhood Action Plan includes strategies that support the development of affordable housing in the Study Area. The Residential Displacement Assessment Report also identifies the following strategies to help combat displacement: proactive code enforcement, diversifying the housing stock, and expanding legal-aid and tenant-landlord education programming.

In addition to housing, stakeholders noted there are other issues in the Study Area, such as public safety concerns, limited access to healthy foods, and lack of services. There is also a need for improved transportation options. The primary objective of the Plan is to further the development of housing in the Study Area; therefore, the objectives and actions included in this Plan are housing-focused. Actions are also included to address key issues to help enhance the quality of life in the Study Area; however, there are issues unrelated to housing production that are not addressed in this Plan.

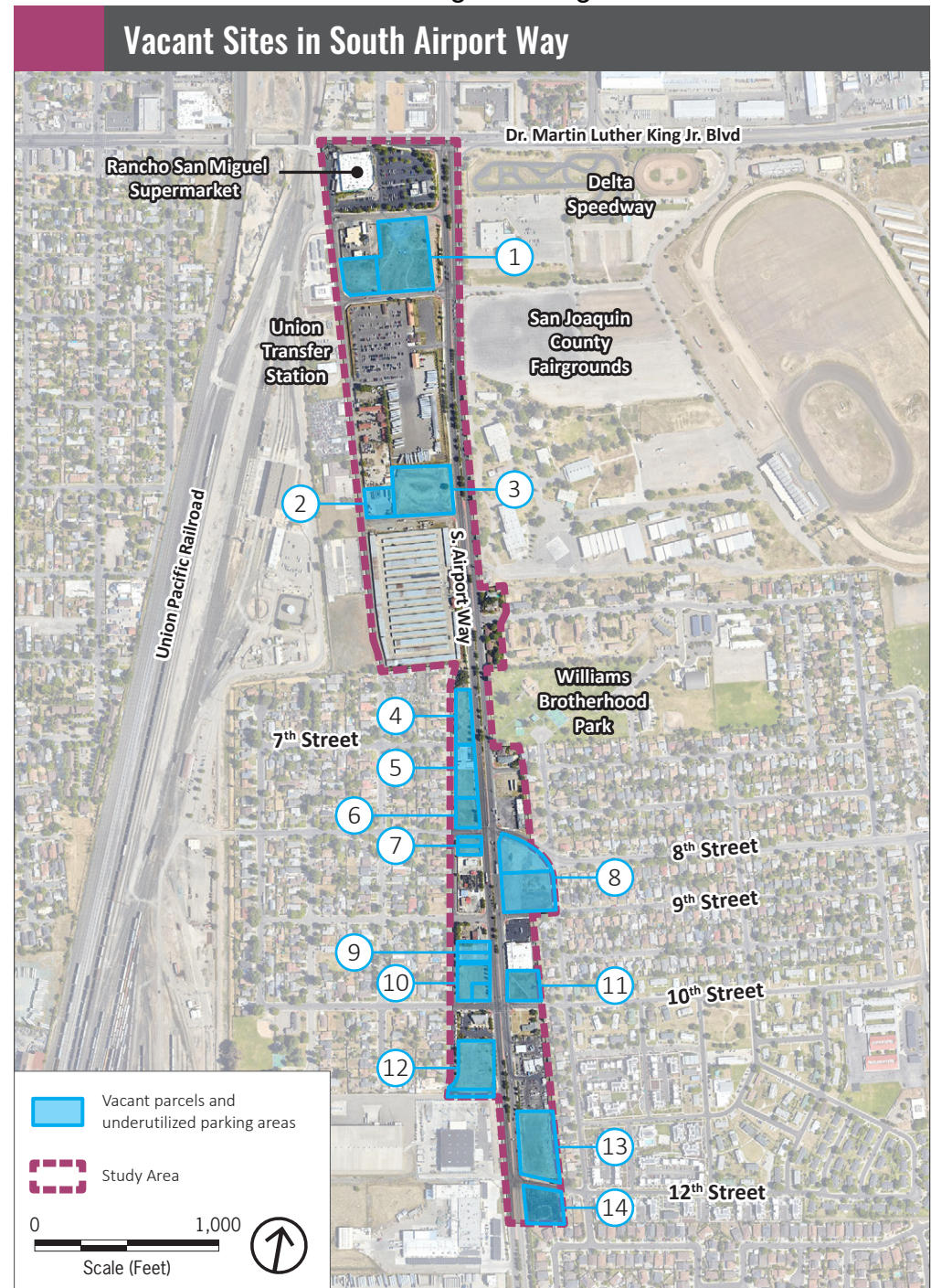
See Appendix 9, Neighborhood Action Plans Outreach Summary, for a complete summary of the feedback received.



Vacant site along South Airport Way.

Vacant Sites

During the Plan development process, the project team identified 14 sites within the Study Area that are vacant or have a surface parking lot that is not well-utilized. These sites may serve as an opportunity for new housing development. The Vacant Sites in South Airport Way map shows the location of these sites, and the table that follows identifies the most feasible housing types that could be built on each site based on the lot size and the characteristics of the surrounding neighborhood. The most feasible housing types are listed by letter (A-I) in the table on Page 19 of the Neighborhood Action Plan to correspond with the housing type descriptions that follow. While the City does encourage new housing development on vacant properties, where appropriate, the City itself does not build housing unless the property is owned by the City. Redevelopment of any of the sites that are privately owned would require agreement with the property owner, approval of a development proposal, and adequate infrastructure.

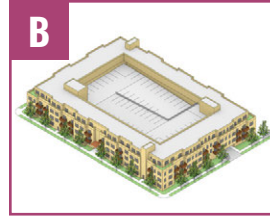


Source: Google Earth Professional, 3/2/2023. PlaceWorks, 2023.

Site Number	Street Address	Most Feasible Housing Types
1	1501 & 1516 South Union Street	C, D, G
2	1121 Folsom Street	C, F, G
3	1795 South Airport Way	B, F
4	2051 South Airport Way	F, G
5	2119 South Airport Way	F, G
6	2135 South Airport Way	D, F, G
7	2211 & 2211 South Airport Way	G
8	2244 & 2226 South Airport Way	C, D
9	2333 & 2319 South Airport Way	I
10	2361 & 2347 South Airport Way	E, F, H
11	2348 South Airport Way	C, D
12	2427 & 2427 South Airport Way	C, D, F
13	2482 South Airport Way	C, F
14	1402 Twelfth Street	C, F



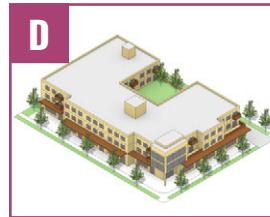
A
High-Rise Residential



B
Mid-Rise Apartments



C
Low-Rise Apartments



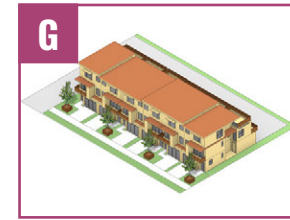
D
Mixed-Use



E
Cottage Courts



F
Townhomes



G
Live-Work



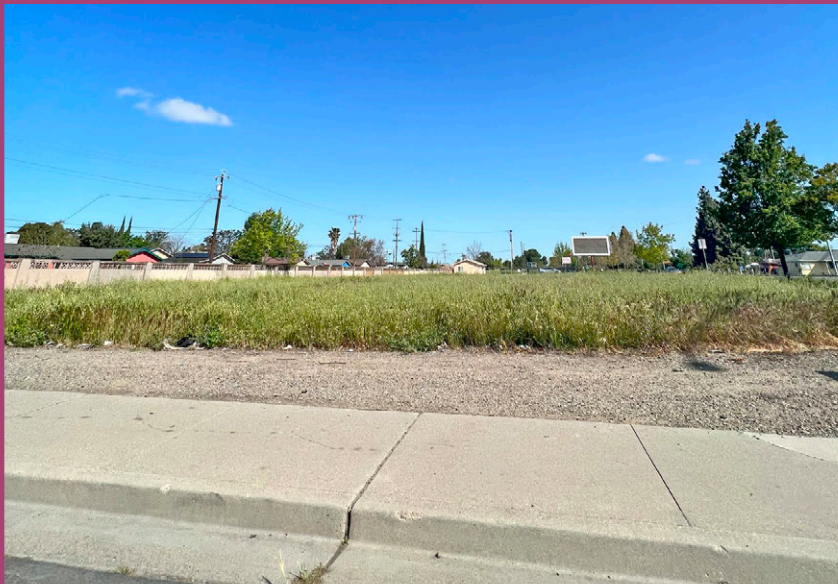
H
Multiplexes



I
Triplexes and Duplexes



Vacant site next to a bus stop along South Airport Way.



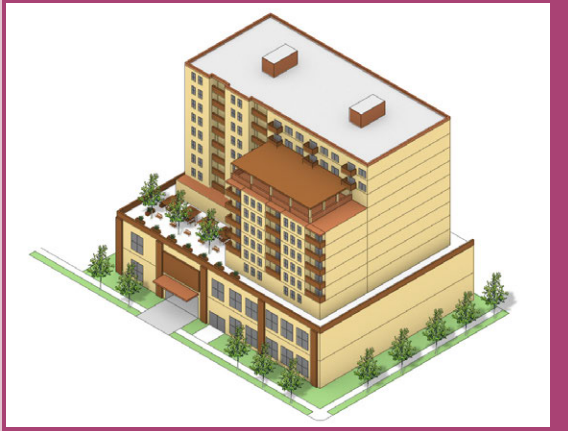
Vacant site north of 8th Street along South Airport Way.

Housing Types

The following residential development types were identified based on typical housing products being built across California and were screened for appropriateness to the Study Area based on existing built form, relevant barriers to development, and characteristics of existing properties within the Study Area. Site characteristics of properties in the Study Area, including typical lot dimensions and sizes, guided the description for each housing type to ensure that appropriate housing types can be developable within the neighborhood context.

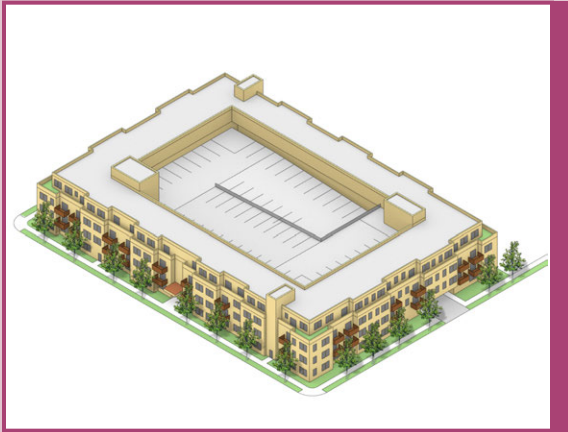
Mixed-use, low-rise apartments, townhomes, and live-work housing types were identified as the most feasible housing types for many of the vacant sites within the Study Area based on lot size and neighborhood characteristics. Mid-rise apartments, cottage courts, multiplexes, triplexes, and duplexes are also suitable for some of the vacant sites. High-rise apartments were not selected as a feasible housing type based on lot sizes and neighborhood form; however, this type is included in this Plan for reference in case there is a potential for its development in the future.

The following content shown in yellow describes the housing types and shows example drawings. To learn more about each housing type, please see the citywide Housing Action Plan. The drawings do not show an actual development project; they are intended to provide a visual representation of what the housing type could look like.



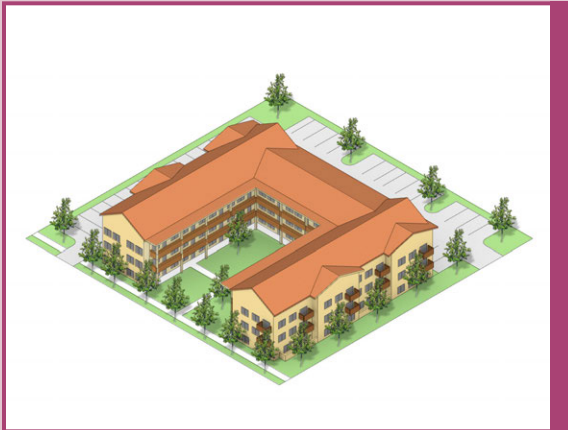
A. High-Rise Residential

These are high-density apartments that are typically developed within existing medium- to high-density neighborhoods, in downtown areas, and near employment or transit hubs. They are constructed on larger lots with an active frontage provided along a public street and can be seven stories or taller. Outdoor space is provided in the form of common courtyards at ground level, above parking podiums, on rooftops, or in private open space areas such as balconies.



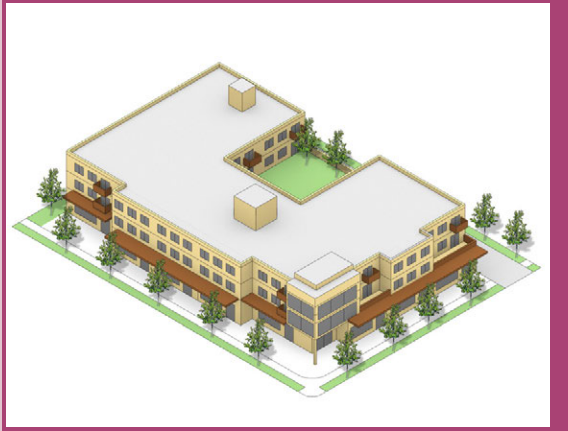
B. Mid-Rise Apartments

These are medium-density apartments that are typically developed within or near existing medium- to high-density neighborhoods, in downtown areas, and near employment or transit hubs. They are constructed on large lots with common entries oriented towards the public streets and can be four to six stories tall. Outdoor space is provided in the form of courtyards at ground level, above parking podiums, on rooftops, or in private open space areas such as balconies.



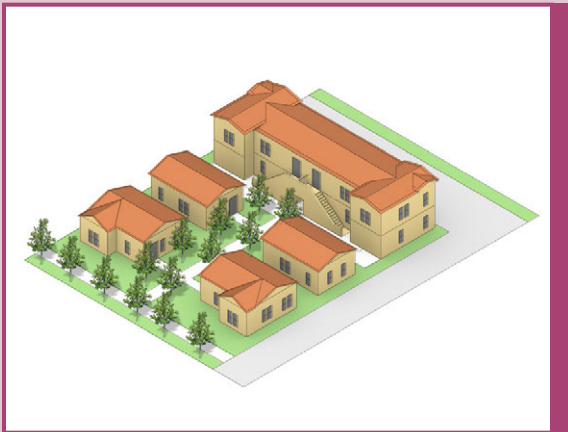
C. Low-Rise Apartments

These are low-density apartments that are typically developed in low- to medium-density neighborhoods, in downtown areas, and near employment and transportation nodes. They can be constructed on a variety of lot sizes with common entries oriented towards a public street and can be two to three stories tall. Outdoor space is provided in the form of courtyards at ground level, on rooftops, or in private open space areas such as balconies.



D. Mixed-Use

These developments contain residential uses in combination with retail and/or office spaces and can be arranged either vertically or horizontally. They are appropriate within neighborhoods of all densities, in downtown areas, and near transit stations. They can be constructed on a variety of lot sizes and can be three stories or taller. Outdoor space is provided in the form of courtyards at ground level or on parking podiums, or in private open space areas such as balconies.



E. Cottage Courts

These are homes that consist of small detached residential units surrounding a common courtyard that serves as outdoor space. Entrances to each unit are accessed off of this central court. They are appropriate within existing low- to medium-density neighborhoods and in areas transitioning out of nonresidential uses. They can be constructed on a variety of lot sizes but are typically recommended for medium to larger sized lots. Cottage courts can be one to three stories tall.



F. Townhomes

These are homes that are attached in a horizontal configuration, each with a standalone entrance. They are appropriate within neighborhoods of all densities and fit a variety of lot sizes. Townhomes can be two to three stories tall. Entrances are oriented towards a public street and outdoor space can be provided in front or rear yards, upper-floor terraces and balconies, ground-level courtyards, or by using interconnected landscape areas in multi-building projects.



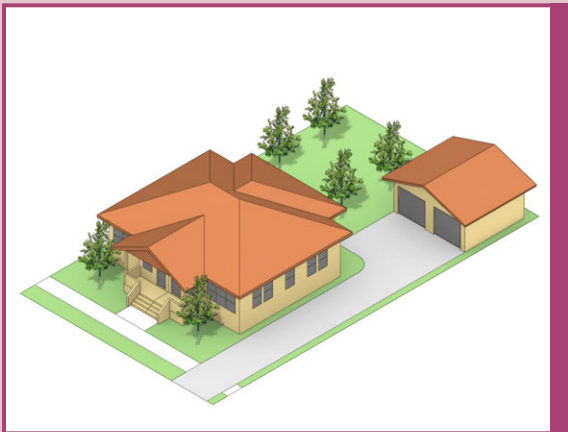
G. Live-Work

These are homes that provide a flexible ground-floor space that could be used for home-based employment or additional living space. They are appropriate within neighborhoods of all densities, within neighborhood commercial corridors, or in downtown areas. Live-Work units fit a variety of lot sizes and can be two to three stories tall. Entrances are oriented towards a public street or can be oriented towards a common interior courtyard. Outdoor space can be provided in front or rear yards, upper-floor terraces and balconies, ground-level courtyards, or by using interconnected landscape areas in multi-building projects.



H. Multiplexes

These are flexible four-unit or larger multifamily developments in which units can be arranged in a single structure or in multiple structures on a site. They are appropriate within existing low- to medium-density residential neighborhood or in downtown areas. They can be constructed on medium- to large-size lots and can be two to four stories tall. Outdoor space can be provided in upper-floor terraces and balconies, ground-level courtyards, or by using interconnected landscape areas in multi-building projects.



I. Triplexes and Duplexes

These are flexible development types that feature two to three attached units with separate entrances that can be arranged vertically or horizontally. They are appropriate within existing low- to medium-density residential neighborhoods or on small lots with proximity to services. They can be constructed on small to medium size lots and can be two to three stories tall. Outdoor space can be provided in upper-floor terraces and balconies, ground-level courtyards, or by using interconnected landscape areas in multi-building projects.

4. Objectives and Actions

The South Airport Way Study Area is an ideal place for the new housing that transit and complements the existing neighborhood, but the area needs infrastructure upgrades that could hinder new development due to cost. Environmental contamination, lack of funding, and abandoned buildings pose additional challenges.

The South Airport Way Neighborhood Action Plan provides feasible actions to help address these challenges and incentivize housing preservation and development based on four overarching objectives:

1. Further the Development of Housing
2. Provide More Housing Choices
3. Improve Access to Transit, Services, and Amenities
4. Support Neighborhood Revitalization

The actions will serve as a guide for City staff and decision makers in the effort to improve housing opportunities in the Study Area. For a list of potential financial and grant sources, please see the citywide Housing Action Plan.



1. Further the Development of Housing

Action 1.1 South Airport Way and 8th Street. Identify opportunities to support the redevelopment of the vacant site at the southeast corner of South Airport Way and 8th Street.

Action 1.2 Faith-Based Housing. Work with religious institutions to identify opportunities for housing production on underutilized or excess land.

Action 1.3 San Joaquin County Fairgrounds. Collaborate with the State and the Housing Authority of San Joaquin County to encourage the inclusion of low-income, moderate-income, and market-rate housing in the State's plan for the San Joaquin County Fairgrounds site.

Action 1.4 Extend Permit and Entitlements "Active" Period. Expand the "active" period for permits and entitlements in the South Airport Way Study Area from 12 months to 24 months.

Action 1.5 Economic Development Programs. Optimize existing economic developments programs the City already has in place to better align with the Neighborhood Action Plan.

Action 1.6 Public Facilities Fees. Support the Public Facilities Fees Nexus Study which will determine if the fees collected by the City are the right amount for the City of Stockton. The Nexus Study is currently in the process as of September 2023.

Action 1.7 Vacant and Underutilized Sites Inventory. Create and regularly update a searchable/digital inventory of vacant and/or underutilized sites in the Study Area. Use the inventory list to conduct targeted property owner outreach, as described in Action 1.8.

Action 1.8 Property Owner Outreach. Conduct targeted outreach to property owners in the Study Area to learn why they may be leaving a site undeveloped or underutilized. Describe any applicable incentives or programs the City offers that may assist the property owner with developing the site.

Action 1.9 Land Banking. Pursue opportunities for acquisition and disposition of land that can be used for residential and/or mixed-use projects.

Action 1.10 City Staff Support. Explore the feasibility of expanding capacity by adding City staff or seeking staff services through consultants to implement the actions included in the Neighborhood Action Plan, if additional staff support is needed.

2. Provide More Housing Choices

Action 2.1 Housing for Large Households. Encourage projects that provide large units (three bedrooms or more) to incentivize the creation of housing for large households.

Action 2.2 Multi-Generational Housing. Explore changes to City codes and regulations to support multi-generational housing.

Action 2.3 Homeownership Education. Collaborate with local community organizations to distribute materials and conduct educational efforts centered on homeownership education in the Study Area.

Action 2.4 Downpayment Assistance. Work with San Joaquin County to conduct targeted outreach on the San Joaquin County Gap Loan Program to renters in the Study Area to provide down-payment assistance to interested and eligible lower-income, first-time homebuyers.

Action 2.5 Community Land Trust. Support efforts, when appropriate, by local, regional, state, federal, non-governmental, and philanthropic organizations to explore a Community Land Trust in the South Airport Way Study Area.

3. Improve Access to Transit, Services, and Amenities

Action 3.1 Neighborhood-Serving Uses. Establish a program for pop-up and short-term vendor spaces on City-controlled property in the Study Area.

Action 3.2 Williams Brotherhood Park. Partner with community organizations to conduct a park access assessment for Williams Brotherhood Park.

Action 3.3 Stocked Full of Produce Program. Conduct targeted outreach to store owners in the South Airport Way Study Area to ensure they are aware of the program's benefits. Explore partnerships with community-based organizations to support healthy produce being sold in local retail establishments.

Action 3.4 Alternative Modes of Transportation. Collaborate with local organizations to establish a community working group to meet regularly with residents to identify and prioritize needed infrastructure that supports alternative modes of transportation, such as walking, biking, and taking the bus.

Action 3.5 Bicycle and Car Share. Coordinate with stakeholders to place bike and car-share in key locations to improve active transportation options and support first and final-mile connectivity for neighborhood residents and commuters.

Action 3.6 Conquering the Digital Divide. Pursue funding and partnerships to expand the City's Fiber Optic Infrastructure to help provide reliable digital access to residents in the Study Area.

4. Support Neighborhood Revitalization

Action 4.1 Environmental Site Assessments. Conduct Phase I and/or Phase II environmental site assessments for vacant and underutilized sites in the South Airport Way Study Area.

Action 4.2 Brownfield Cleanup Program. Pursue planning grants for brownfields and develop a program aimed at cleaning up sites within the South Airport Way Study Area to revitalize the Study Area.

Action 4.3 Financing Districts. Evaluate the feasibility and benefits of adopting a financing district for the South Airport Way Study Area to support the development of housing and neighborhood revitalization.

Action 4.4 Residential Upgrades. Continue to offer solar installation, energy and water-efficiency upgrades, drought tolerant landscaping, and tree planting services to residents within the Study Area. Collaborate with Stockton Rising to inform residents of the program's benefits.

Action 4.5 Façade Improvement Forgivable Loan Program. Study the feasibility of expanding the City's façade improvement forgivable loan program, which currently helps fund exterior renovations of commercial buildings to also fund façade renovations of residential buildings.

Action 4.6 Owner-Occupied Rehabilitation Program.

Conduct targeted outreach in the Study Area for the Single-Family Rehabilitation Program, which provides qualified homeowners with financial assistance to complete substantial interior and exterior repairs.

Action 4.7 Sidewalk Repair and Gaps. Pursue funding to assist property owners with repair and installation of sidewalks in portions of the Study Area identified in Appendix 8 as "no sidewalk" or "needs repair."

Action 4.8 Community Development "Review List" Materials. Prepare marketing materials that highlight common improvements and costs associated with development such as repair of sidewalks, paved parking areas, etc.

Action 4.9 Local Community Groups. Identify opportunities for collaboration with neighborhood groups to further solutions for housing issues and other community needs.

Little Manila/ Gleason Park Neighborhood Action Plan

for the City of Stockton
September 2024





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Little Manila/Gleason Park

Neighborhood Action Plan for the City of Stockton

September 2024

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1. Introduction

As of 2023, the entire state of California, including Stockton, faces a significant housing supply and affordability crisis spurred by high land costs, rising construction costs, and limited financing options. In 2019, the Governor allocated \$250 million to help jurisdictions with planning efforts that accelerate housing production to meet the identified needs of each community. The funds were directly allocated as a one-time award to regional governments. Stockton's regional Council of Governments – the San Joaquin Council of Governments (SJCOC) – was the governing body responsible for distributing the funds to local jurisdictions. In 2021, the City of Stockton applied for and was awarded funds to prepare Neighborhood Action Plans focused on furthering housing development in three areas in Stockton, including Little Manila/Gleason Park, which is the focus of this Action Plan. Separate Action Plans were also prepared for two other areas - South Airport Way and Cabral/East Cabral Station Area.

Purpose of This Action Plan

The City is continuously working to address housing supply issues and has adopted a number of plans and strategies that directly or indirectly support housing throughout the city. The Little Manila/Gleason Park Neighborhood Action Plan (Plan) builds on these plans, including the City's Housing Action Plan and Housing Element. The Plan identifies actions to **further the development of housing, achieve a variety of housing types, support neighbor-**

hood revitalization, improve access to transit, services, and amenities, and preserve historic resources within the Little Manila/Gleason Park Neighborhood Action Plan Area (Study Area), which is shown and described herein. Users of the Plan include community members interested in learning about the City's efforts to further housing development in the Study Area, housing developers, City staff, decision-makers, and any other interested party.

Description of The Study Area

The Little Manila/Gleason Park Study Area is in Central Stockton, just south of the Crosstown Freeway (Highway 4) and Downtown Stockton. Mormon Slough, which is a seasonally dry creek bed where members of the unhoused population frequently reside, runs through the southern portion of the Study Area, and the southern boundary runs mainly along the railroad. Residential uses, including single-family homes, duplexes, triplexes, fourplexes, and apartments, occupy much of the Study Area. Corner store markets, restaurants, and religious and educational institutions, such as the Spanos Elementary School, can also be found in the Study Area. Commercial uses include supply stores, towing services, and restaurants. There are a number of industrial uses, such as mechanic shops and heavy equipment suppliers, in and surrounding the Study Area. This area is a thriving neighborhood with strong communal roots, and remnants of that history can still be found in the community.

Like the South Airport Way and Cabral/East Cabral Station neighborhoods, Little Manila/Gleason Park was selected for a Neighborhood Action Plan because there is an elevated need for quality

housing and neighborhood services and amenities for the surrounding community. These areas were identified in the 2040 Vision Stockton General Plan as sites in need of investment. All three areas are also located within the South Stockton Promise Zone and are mapped by the State Housing and Community Development Department as low-resource areas, with the need to improve access to adequate infrastructure, employment, and housing. The objectives and actions included in this Neighborhood Action Plan may be applicable to areas outside of the Study Area boundary.

How to Use the Action Plan

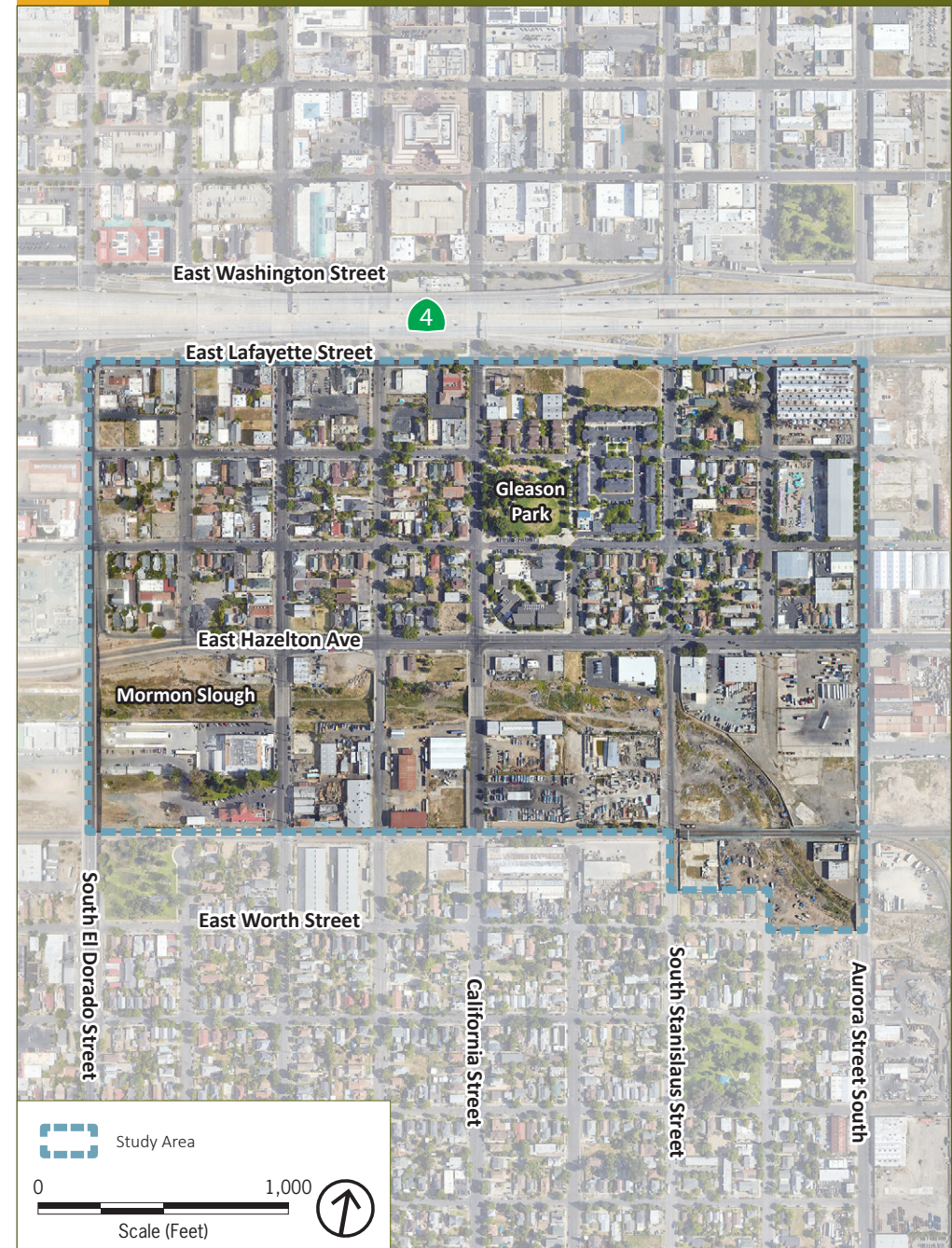
The Little Manila/Gleason Park Neighborhood Action Plan is organized into four chapters and two appendices. The contents of each chapter are summarized herein.

Chapter 1 – Introduction: This chapter provides a summary of the Plan purpose, describes the Study Area boundary, and explains the contents of the Plan.

Chapter 2 – Little Manila/Gleason Park Study Area: This chapter describes the Little Manila/Gleason Park Study Area, including existing land uses, community character, and demographics, which together provide the baseline conditions the Plan will address through the actions in Chapter 4.

Chapter 3 – Potential for New Housing: This chapter explores challenges and opportunities for new housing development in the Study Area. It highlights feedback from stakeholders and matches a map of vacant sites with descriptions of the types of new housing that may be well-suited for those sites.

Little Manila/Gleason Park Study Area



Source: Google Earth Professional, 3/2/2023. PlaceWorks, 2023.

What is an Action Plan?

An Action Plan includes measurable steps that can be taken to achieve a specified objective. Objectives are end-statements; they describe what the community wants to accomplish to resolve a particular issue or problem. Actions help guide day-to-day decision making so that there will be continuing progress toward the attainment of the community's objectives. The actions in the Little Manila/Gleason Park Neighborhood Action Plan will serve as a guide for City staff and decision makers in the effort to improve housing opportunities and access to services and amenities in the Little Manila/Gleason Park Study Area.



Crosstown Freeway from East Lafayette Street.

Chapter 4 – Objectives and Actions: This chapter includes the Plan actions, which are divided under five objectives:

1. Further the development of housing
2. Provide more housing choices
3. Improve access to services, amenities, and transit
4. Support neighborhood revitalization
5. Preserve historic resources

Appendix 8 – Neighborhood Action Plans Existing Conditions

Report: This appendix contains background information about the Study Area, including community, character demographics, and infrastructure. It also includes an infrastructure readiness analysis that was completed for three vacant infill sites in the Study Area to help inform existing conditions.

Appendix 9 – Neighborhood Action Plans Outreach Summary:

This appendix contains an overview of the outreach conducted during the preparation of the Neighborhood Action Plans, including the other two Study Areas.

2. Little Manila/ Gleason Park Study Area

The Little Manila/Gleason Park Study Area is just south of the Crosstown Freeway (Highway 4) and Downtown Stockton. Mormon Slough cuts through the Study Area in an east-west direction. The Study Area boundary was developed on the basis of stakeholder feedback and identified as an area with elevated need for quality housing and amenities for the community. However, the Study Area boundary is not meant to serve as an official map of the neighborhood. See Appendix 8, Neighborhood Action Plans Existing Conditions Report, for more information about the Study Area.

Existing Land Use

The Study Area contains a mix of commercial, residential, industrial, and institutional uses. Residential uses occupy almost half of the Study Area and include single-family homes, duplexes, triplexes, fourplexes, apartments, and hotels that were converted to residential. There is a shelter for the unhoused population near the Study Area. Commercial uses are the next most common land use and include corner markets, offices, retail stores, restaurants, and other businesses serving the

Age

56% below the age of 34 in
Little Manila/Gleason Park area

VS

53% below the age of 34 in Stockton



Race/Ethnicity

- ▶ **77%** Hispanic or Latino (of any race)
- ▶ **10%** Asian
- ▶ **7%** Native Hawaiian and Other Pacific Islander
- ▶ **4%** White
- ▶ **2%** Black or African American
- ▶ **1%** American Indian and Alaska Native

Housing Tenure

in **Little Manila/Gleason Park** area

96% Renters

4% Owners

VS

50% Renters

50% Owners

in **Stockton**



Average Household Size

3 persons per household in
Little Manila/Gleason Park area

VS

3.2 persons per household
in Stockton



Overcrowded Housing

22% overcrowded housing units in
Little Manila/Gleason Park area

VS

9% overcrowded housing units
in Stockton



Average Household Income

\$41,877 in Little Manila/Gleason Park

VS

\$78,712 in Stockton



Who Lives in Little Manila/Gleason Park?

needs of local residents. There are also a number of industrial uses in and near the Study Area, including mechanic shops and trucking facilities. The Study Area includes low-income census tracts where a significant number or share of residents are more than a half mile from the nearest supermarket, which are tracts the U.S. Department of Agriculture considers as having low food access. Less than a quarter of the Study Area land is occupied by vacant land, institutional uses, and agricultural uses.

Mormon Slough

Mormon Slough is south of East Hazelton Avenue, in the southern portion of the Little Manila/Gleason Park Study Area (see the Study Area map). Branching off the Stockton Channel, Mormon Slough offers flood protection and a potential open space amenity in an otherwise urban area of Stockton. Presently, Mormon Slough is a seasonally dry creek bed where a heavy concentration of the unhoused population live, and in proximity to local unhoused services such as the Stockton Shelter for the Homeless and the Gospel Center Rescue Mission. Mormon Slough is surrounded primarily by industrial uses, but also commercial, vacant land, and some residential development.

There is an opportunity to revitalize the Mormon Slough into a more natural recreational corridor that meets the needs of the community. Removal of trash and debris, along with plantings and installation of walking and bicycling paths, could transform a segment of the intermittent waterway into a resource for the entire community to enjoy. Any changes proposed for Mormon Slough would need to

undergo intensive public outreach and a planning process that addresses the needs of the community. Any plan for Mormon Slough would need to be prepared in close collaboration with service providers for the unhoused population. In addition, the plan would need to engage local community members and organizations.

San Joaquin Street Amtrak Station

San Joaquin Street Station is the southwest part of the Study Area and is one of two train stations in Stockton. The station provides Amtrak service that connects to the Bay Area, Sacramento, and destinations in the Central Valley. There are also bus connections from the train station to other parts of northern California. Funding for affordable housing is often to promote proximity to transit, and access to the train station could be improved by enhancing the sidewalks and crosswalks, planting trees to provide more shade, and adding bicycle lanes. Safety has been noted as a concern for local residents. The City could explore options to add lighting and other safety features to encourage residents to utilize the station.

Highway 4 (Crosstown Freeway)

Highway 4 is a state route that runs east to west, including an elevated section from Interstate 5 to Highway 99. The six-lane controlled freeway that carries local and regional traffic through Stockton is a major barrier dividing the Little Manila/Gleason Park Study Area from other parts of the city, including downtown. There are several parking lots and one day care center under the freeway. This Plan calls for improving the connection between the Study



San Joaquin Street Station.



Mormon Slough from San Joaquin Street.



Highway 4 (Crosstown Freeway).



Mormon Slough from South Sutter Street.

Area and downtown to benefit local residents. Since Caltrans owns areas under the freeway, they are currently gaining input from the City and the community to provide future improvements and amenities in this area.

What we Heard from the Community About the Study Area

The Little Manila/Gleason Park Neighborhood Action Plan was prepared in collaboration with the local community, including those who live in or around the Study Area. The primary ways community members provided input were through two pop-up events that were located in the Study Area, two open house events that were facilitated by the City, a paper survey that was available in five languages, and an online activity. These engagement methods – as well as the feedback received – are further described in Appendix 9. Key takeaways from the community feedback received are summarized below. While the survey results received are not considered statistically significant, they help inform existing conditions within and near the Study Area.

Provide More Housing Choices

The first question in the housing paper survey and online activity asked people to identify the type of housing they would like to see built in their neighborhood. A majority of the participants who responded to the survey question said they would like to see apartments, duplexes, triplexes, and fourplexes built in their neighborhood. Other housing needs identified include accessory dwelling

units, mixed-use buildings, live-work units, townhomes, supportive and transitional housing, and single-family homes. As noted above, the survey results received for the Study Area are not considered statistically significant; however, they help provide insight on the type of housing that may be needed in the Study Area.

Housing Affordability

Affordable housing was mentioned as the number one type of housing participants would like to see in the Study Area. Housing is classified as “affordable” if households do not pay more than 30 percent of income for payment of rent (including a monthly allowance for water, gas, and electricity) or monthly homeownership costs (including mortgage payments, taxes, and insurance). As stated in Stockton’s 2023-2031 Housing Element, the rate of housing cost burden for lower-income households is slightly higher in Stockton (75 percent) than in San Joaquin County (72 percent) and California (70 percent), pointing to a need for more affordable housing units in Stockton, including within the Study Area, where the average household income is \$41,877 vs. Stockton’s citywide income of \$78,712. In addition to affordable units, market-rate apartments were mentioned as a need and are encouraged through the actions in this Plan.



Residential Home in Little Manila/Gleason Park.

Access to Transit, Services, and Amenities

When asked what could be added to improve the quality of life in the neighborhood, participants responded regarding a need for grocery stores or neighborhood markets, community centers, retail stores, and social services. Participants also mentioned the need for neighborhood improvements, such as bike lanes, bus shelters, improved sidewalks, streetlights, and new crosswalks. A few participants acknowledged the need for services that would meet the needs of the unhoused population that reside in or near the Study Area.



Residential home in Little Manila/Gleason Park.

Neighborhood Revitalization

When thinking about ways to address how to revitalize the neighborhood in this Study Area, community members came up with a variety of ideas. One idea that was brought up was cleaning up the parks and neighborhoods in the area and creating a youth volunteer program. Other ideas include adding cameras to the streetlights, increasing surveillance, having more events for teenagers, and relocating the unhoused from schools and parks. Some community members brought up the safety concerns in the area and that these need to be addressed so the neighborhood can be revitalized.

Along with physical improvements that could be made, community members believe that there are jobs and educational opportunities that could be expanded on to increase revitalization efforts. Community members also did point out that a number of buildings in the Study Area need to be improved or rehabilitated, and lack of funding was noted as a possible reason why owners of these buildings are not improving their property.



Open House held on June 7, 2023.



Pop-up held on October 27, 2022.

3. Potential for New Housing

Historic Resources

The Little Manila/Gleason Park Study Area is rooted in Filipino/a history that is still present in the community today. This history is embodied in resources like the Little Manila Historic Site and the Daguhoy Lodge which was once home to a Filipino fraternal organization. The Little Manila Historic Site encompasses a four-block area surrounding the intersection of Lafayette and El Dorado Streets. Stockton is also known for having a large Chinese and Japanese community that may have resided in or near the Study Area.

State and federal laws and programs for protecting historic resources, including the California Historical Building Code, help preserve California's architectural heritage by ensuring that buildings are maintained and rehabilitated in accordance with historically sensitive construction techniques. In addition, the State's Mills Act Program provides a property tax incentive to owners of qualified, owner-occupied, historical properties to maintain and preserve the historic property in accordance with the U.S. Secretary of the Interior's Standards for the Treatment of Historic Properties. The City of Stockton does not currently offer a Mills Act program, but the City may decide to establish a program in the future.



Sign in the Little Manila Historic Site.

While there are currently no historic resources listed in the National Register of Historic Places or the State Register of Historic Places within the Study Area, the City recognizes there are important historic resources that should be preserved. This Plan seeks to preserve the Study Area's historic resources to help maintain Little Manila's special identity and continuity with the past and supports creating housing in historic buildings, if appropriate.

Funding for Rehabilitation of Historic Homes

The funding programs below would benefit historic homes and buildings that seek funding for rehabilitation.

- ▶ **The Mills Act Program.** Administered and implemented by local governments, this program offers economic incentives for rehabilitation of qualified historic buildings.
- ▶ **The Federal Historic Preservation Tax Incentives Program.** This program encourages private sector investment in the rehabilitation and re-use of historic buildings. This program can assist in creating moderate- and low-income housing in historic buildings.
- ▶ **The State Historic Rehabilitation Tax Credit.** Signed into law in October 2019, this program is currently being developed. When finalized, the credit this program offers will be applied towards the rehabilitation of certified historic structures.

Challenges and Opportunities

The Little Manila/Gleason Park Study Area is an ideal place for the rehabilitation of existing homes and the construction of new housing that complements the existing neighborhood. About 16% of the land in the Study Area is vacant, which means there are opportunities for new housing development, including placing new housing near Downtown and the San Joaquin Street Amtrak Station. However, there are small lots in the Study Area that are not conducive to new housing development. Approximately 32% of the lots in the Study Area are less than or equal to 7,500 square feet and many of those lots are much smaller.

The Study Area is also in need of infrastructure upgrades. An infrastructure readiness analysis conducted for three key vacant infill sites in the Little Manila/Gleason Park Study Area indicates that two of these properties may not have adequate fire flow for new residential buildings. Sidewalk conditions throughout the Study Area were also found to be predominantly poor with uneven paving or no sidewalk at all. Some street intersections also do not have curb ramps needed for wheelchair users. These type of improvements can be costly for developers and may hinder new housing development. See Appendix 8, Neighborhood Action Plans Existing Conditions Report, for the complete infrastructure readiness analysis and a map showing sidewalk conditions in the Study Area.

Per the Market and Needs Assessment in the Citywide Housing Action Plan, market constraints and the need for enhanced infrastructure were noted as significant challenges to constructing housing in Stockton.

Feedback from Stakeholders

To help understand barriers to housing development in the Study Area, the City held one-on-one and small-group meetings with local stakeholders during July to September 2022. Key themes that emerged from these meetings surrounding challenges and opportunities for new housing development, are as follows:

- ▶ **Small Lot Sizes.** The small lots in the Study Area were noted as a constraint to new housing development. To help address this challenge, the City could explore the feasibility of reducing or eliminating the lot merger or lot line adjustment fees for a certain period.
- ▶ **New Housing and Rehabilitation of Existing Homes:** Live-work units and housing types that could be accommodated on smaller vacant lots were recommended as an opportunity in the Study Area. While there are opportunities for new housing development, the preservation and rehabilitation of existing homes was also noted. This Plan supports both the creation of new housing and the rehabilitation of existing homes.
- ▶ **Community Organizations:** There is an opportunity to collaborate with local community organizations to improve housing choices in the Study Area. Partnering with other organizations will bring additional expertise, resources, and perspectives to solving the unique challenges presented in this neighborhood. One idea that was shared is to work with a local organization to develop an educational homeownership training course or other resources for first-time homebuyers. Another option could be to

What is a Community Development Corporation?

A Community Development Corporation is a non-profit organization dedicated to making a positive impact on local communities. They focus on improving and revitalizing neighborhoods, especially those facing challenges like poverty, lack of resources and amenities, and limited educational or employment opportunities. Community Development Corporations help build affordable housing, provide job training programs, create educational initiatives, and offer social services to support community members in need.

support the creation of a Community Development Corporation focused on neighborhood revitalization and the construction of housing.

- ▶ **Housing Market.** The sales price of new market rate housing in Stockton is lower than in nearby areas, which has led developers to favor other communities over Stockton. However, since affordable housing development usually includes State funding, these projects tend to be relatively feasible in Stockton. This Plan supports affordable housing and encourages the construction of housing at varying income levels.
- ▶ **Development Process.** Timing can be a major constraint to new housing development. Market fluctuations and time from application to approval can hinder new development. This Plan

supports expanding the active period for permits and entitlements from 12 months to 24 months to allow for flexibility by housing developers.

- **City Fees.** Fees were also identified as a barrier to new housing development. This Plan explores efforts to waive or reduce certain City fees for new housing development in the Study Area. It also supports the preparation of marketing materials that highlight common improvements and costs associated with development to provide transparency.
- **Funding.** To support housing creation, there is an opportunity to assist developers with the cost of developing housing. The City could evaluate the feasibility and benefits of adopting a financing district for the Study Area to support the development of housing, as well as neighborhood revitalization.

In addition to housing, stakeholders noted there are other issues in the Study Area, such as public safety concerns, limited access to healthy foods, high asthma rates, and poor pedestrian infrastructure. The primary objective of the Plan is to further the development of housing in the Study Area; therefore, the objectives and actions included in this Plan are housing-focused. Actions are also included to address key issues to help enhance the quality of life in the Study Area; however, there are issues unrelated to housing production that are not addressed in this Plan.

See Appendix 9, Neighborhood Action Plans Outreach Summary, for a complete summary of the feedback received.



Spanos Elementary School in Little Manila/Gleason Park.



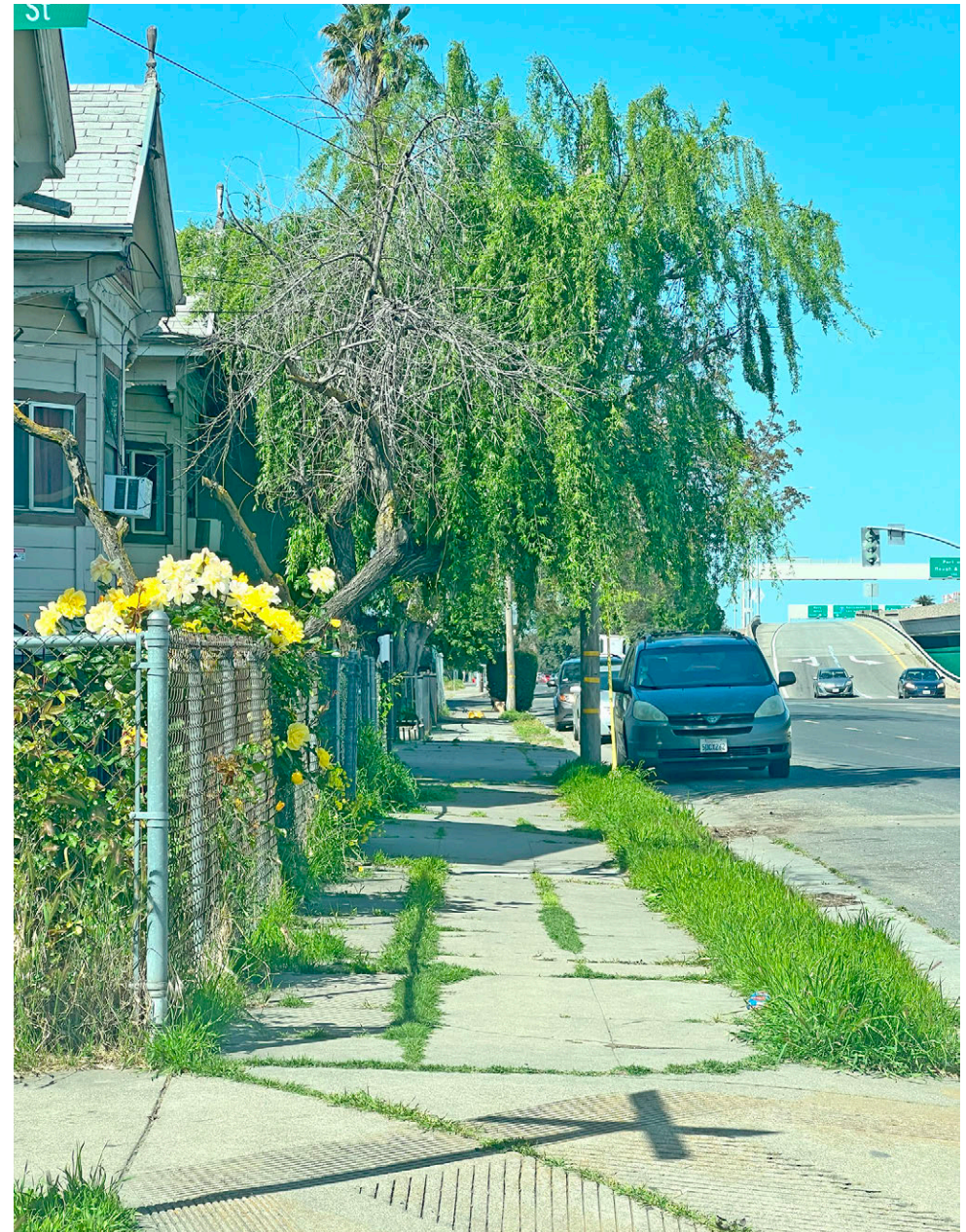
Corner Market in Little Manila/Gleason Park.

Displacement Risk

Displacement risk increases when a household is paying more for housing than their income can support. Stockton is in San Joaquin County, which is a region that has experienced significant population growth and development resulting in rising housing costs and increasing the risk of displacement in some neighborhoods.

To study the displacement vulnerability of Stockton households, the City of Stockton prepared a Residential Displacement Assessment Report in 2023. This Assessment Report utilized two mapping tools: the San Joaquin County's Gentrification and Displacement Mapping Tool and The Affirmatively Furthering Fair Housing Data Viewer, to identify the types of displacement risk that residents are facing. According to this mapping tools, the Little Manila/Gleason Park Study Area is under the "Varying Levels of Displacement" designation.

This plan includes actions to help further the development of housing and improve access to services and amenities in the Little Manila/Gleason Park Study Area, which could inadvertently increase the potential for displacement. To help mitigate this risk, the Neighborhood Action Plan includes strategies that support the development of affordable housing in the Study Area. The Residential Displacement Assessment Report also identifies the following strategies to help combat displacement: proactive code enforcement, diversifying the housing stock, and expanding legal-aid and tenant-landlord education programming.



View of Study Area from East Lafayette Street.

Vacant Sites in Little Manila/Gleason Park

Vacant Sites

During the Plan development process, the project team identified 35 sites within the Study Area that are vacant or have a surface parking lot that is not well-utilized. These sites may serve as an opportunity for new housing development. The Vacant Sites in Little Manila/Gleason Park map shows the location of these sites, and the table that follows identifies the most feasible housing types that could be built on each site based on the lot size and the characteristics of the surrounding neighborhood. The most feasible housing types are listed by letter (A-I) in the table on Page 21 to correspond with the housing type descriptions that follow. While the City does encourage new housing development on vacant properties, where appropriate, the City itself does not build housing unless the property is owned by the City. Redevelopment of any of the sites that are privately owned would require agreement with the property owner, approval of a development proposal, and adequate infrastructure.



Source: Google Earth Professional, 3/2/2023. PlaceWorks, 2023.

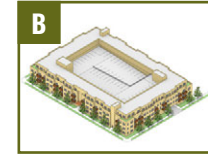
Exhibit 1 - Housing and Neighborhood Action Plans

Site Number	Street Address	Most Feasible Housing Types
1	348 South El Dorado Street	I
2	111 East Sonora Street	I
3	125 & 119 East Sonora Street	I
4	329 South San Joaquin Street	I
5	231 East Sonora Street	I
6	331 South San Joaquin Street	I
7	318 East Lafayette Street	I
8	Assessor's Parcel Number: 14909107	G, I
9	412 East Lafayette Street and Parcel Number: 14909303	G, H
10	320 South Sutter Street	G, I
11	328 South Sutter Street	C, D, F, G, H
12	310 South California Street	G, I
13	528, 548, & 534 East Lafayette Street, 317 South American Street, and 411 South Stanislaus Street	B
14	712 East Lafayette Street	F, G, I
15	315 South Grant Street and 745 East Sonora Street	E, F, G
16	430 South El Dorado Street	D, F, H
17	134 East Sonora Street	I
18	121 East Church Street	I
19	Assessor's Parcel Number: 14906410	G, H, I
20	421 South Sutter Street	I

Site Number	Street Address	Most Feasible Housing Types
21	319 East Hazelton Avenue	I
22	518 South Sutter Street	I
23	539 South California Street	I
24	547 South California Street	C, F, G, H
25	Assessor's Parcel Number: 14907041	C, D, G
26	Assessor's Parcel Number: 14722011	F
27	Assessor's Parcel Number: 14722012	C, D
28	302 East Hazelton Avenue	E, H
29	702 South San Joaquin Street	E, H
30	432 East Hazelton Avenue & 701 South California Street	E, H
31	713 South California Street	G
32	760, 816, 822, 826, 830, 850 East Hazelton Avenue & 635, 635 South Aurora Street	B, C, D, F
33	720 South Stanislaus Street	F, G
34	747 South Grant Street	G, H
35	817 & 825 South Grant Street	E, F, G



High-Rise Residential



Mid-Rise Apartments



Low-Rise Apartments



Mixed-Use



Cottage Courts



Townhomes



Live-Work



Multiplexes



Triplexes and Duplexes



Vacant site on East Lafayette Street.

Housing Types

The following residential development types were identified based on typical housing products being built across California and were screened for appropriateness to the Study Area based on existing built form, relevant barriers to development, and characteristics of existing properties within the Study Area. Site characteristics of properties in the Study Area, including typical lot dimensions and sizes, guided the description for each housing type to ensure that appropriate housing types can be developable within the neighborhood context.

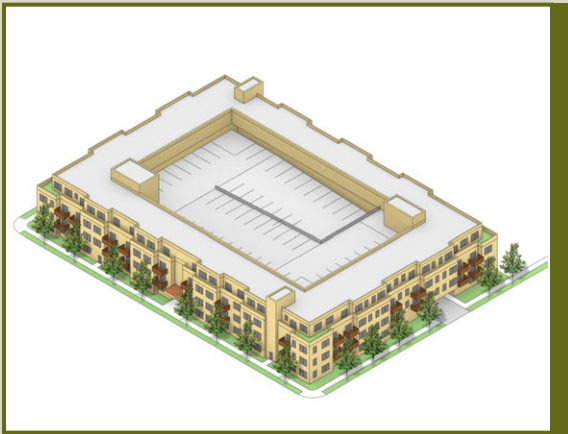
Triplexes, duplexes, and live-work housing types were identified as the most feasible housing type for more than half of the vacant sites within the Study Area based on lot size and neighborhood characteristics. Multiplexes, townhomes, low-rise apartments, mixed-use, cottage courts, and mid-rise apartments are also suitable for some of the vacant sites. High-rise apartments were not selected as a feasible housing type based on lot sizes and neighborhood form; however, this type is included in this Plan for reference in case there is a potential for its development in the future.

The following content shown in yellow describes the housing types and shows example drawings. To learn more about each housing type, please see the citywide Housing Action Plan. The drawings do not show an actual development project; they are intended to provide a visual representation of what the housing type could look like.



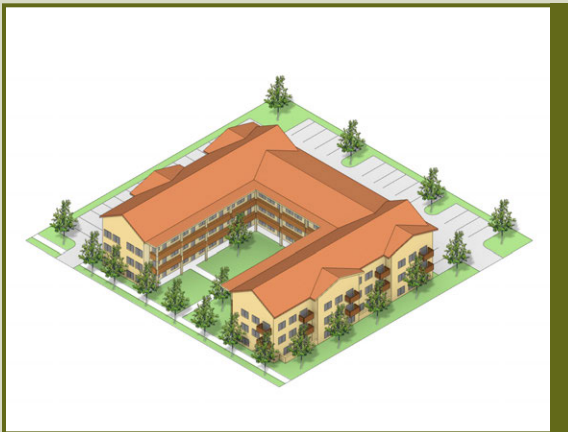
A. High-Rise Residential

These are high-density apartments that are typically developed within existing medium- to high-density neighborhoods, in downtown areas, and near employment or transit hubs. They are constructed on larger lots with an active frontage provided along a public street and can be seven stories or taller. Outdoor space is provided in the form of common courtyards at ground level, above parking podiums, on rooftops, or in private open space areas such as balconies.



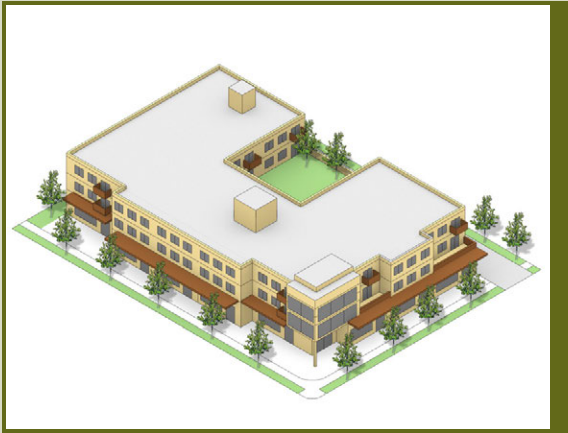
B. Mid-Rise Apartments

These are medium-density apartments that are typically developed within or near existing medium- to high-density neighborhoods, in downtown areas, and near employment or transit hubs. They are constructed on large-sized lots with common entries oriented towards the public streets and can be four to six stories tall. Outdoor space is provided in the form of courtyards at ground level, above parking podiums, on rooftops, or in private open space areas such as balconies.



C. Low-Rise Apartments

These are low-density apartments that are typically developed in low- to medium-density neighborhoods, in downtown areas, and near employment and transportation nodes. They can be constructed on a variety of lot sizes with common entries oriented towards a public street and can be two to three stories tall. Outdoor space is provided in the form of courtyards at ground level, on rooftops, or in private open space areas such as balconies.



D. Mixed-Use

These developments contain residential uses in combination with retail and/or office spaces and can be arranged either vertically or horizontally. They are appropriate within neighborhoods of all densities, in downtown areas, and near transit stations. They can be constructed on a variety of lot sizes and can be three stories or taller. Outdoor space is provided in the form of courtyards at ground level or on parking podiums, or in private open space areas such as balconies.



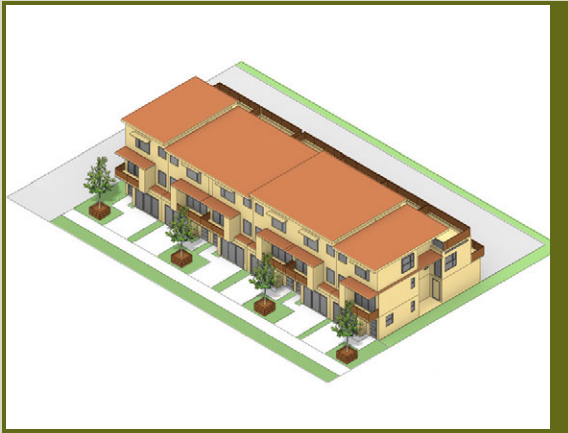
E. Cottage Courts

These are homes that consist of small detached residential units surrounding a common courtyard that serves as outdoor space. Entrances to each unit are accessed off of this central court. They are appropriate within existing low- to medium-density neighborhoods and in areas transitioning out of nonresidential uses. They can be constructed on a variety of lot sizes but are typically recommended for medium to larger sized lots. Cottage courts can be one to three stories tall.



F. Townhomes

These are homes that are attached in a horizontal configuration, each with a standalone entrance. They are appropriate within neighborhoods of all densities and fit a variety of lot sizes. Townhomes can be two to three stories tall. Entrances are oriented towards a public street and outdoor space can be provided in front or rear yards, upper-floor terraces and balconies, ground-level courtyards, or by using interconnected landscape areas in multi-building projects.



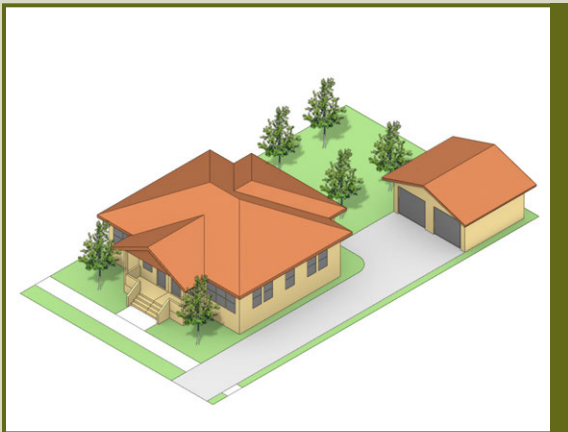
G. Live-Work

These are homes that provide a flexible ground-floor space that could be used for home-based employment or additional living space. They are appropriate within neighborhoods of all densities, within neighborhood commercial corridors, or in downtown areas. Live-Work units fit a variety of lot sizes and can be two to three stories tall. Entrances are oriented towards a public street or can be oriented towards a common interior courtyard. Outdoor space can be provided in front or rear yards, upper-floor terraces and balconies, ground-level courtyards, or by using interconnected landscape areas in multi-building projects.



H. Multiplexes

These are flexible four-unit or larger multifamily developments in which units can be arranged in a single structure or in multiple structures on a site. They are appropriate within existing low- to medium-density residential neighborhoods or in downtown areas. They can be constructed on medium to large size lots and can be two to four stories tall. Outdoor space can be provided in upper-floor terraces and balconies, ground-level courtyards, or by using interconnected landscape areas in multi-building projects.



I. Triplexes and Duplexes

These are flexible development types that feature two to three attached units with separate entrances that can be arranged vertically or horizontally. They are appropriate within existing low- to medium-density residential neighborhoods or on small lots with proximity to services. They can be constructed on small to medium size lots and can be two to three stories tall. Outdoor space can be provided in upper-floor terraces and balconies, ground-level courtyards, or by using interconnected landscape areas in multi-building projects.

4. Objectives and Actions

The Little Manila/Gleason Park Study Area is an ideal place for the rehabilitation of existing homes and the construction of new housing that complements the existing neighborhood, but the area needs infrastructure upgrades that could hinder new development due to cost. Small lot sizes, environmental contamination, lack of funding, and market constraints pose additional challenges.

The Little Manila/Gleason Park Neighborhood Action Plan provides feasible actions to help address these challenges and incentivize housing preservation and development based on five overarching objectives:

1. Further the Development of Housing
2. Provide More Housing Choices
3. Improve Access to Transit, Services, and Amenities
4. Support Neighborhood Revitalization
5. Preserve Historic Resources

The actions will serve as a guide for City staff and decision makers in the effort to improve housing opportunities in the Study Area. For a list of potential financial and grant sources, please see the citywide Housing Action Plan.



1. Further the Development of Housing

Action 1.1 Encourage Site Assembly. Explore the feasibility of reducing or eliminating the “lot merger” and “lot line adjustment” fees in the Little Manila/Gleason Park Study Area for a three year period.

Action 1.2 Economic Development Programs. Optimize existing economic developments programs the City already has in place to better align with the Neighborhood Action Plan.

Action 1.3 Extend Permit and Entitlements “Active” Period. Expand the “active” period for permits and entitlements in the Little Manila/Gleason Park Study Area from 12 months to 24 months.

Action 1.4 Public Facilities Fees. Support the Public Facilities Fees Nexus Study which will determine if the fees collected by the City are the right amount for the City of Stockton. The Nexus Study is currently in the process as of September 2023.

Action 1.5 Vacant and Underutilized Sites Inventory. Create and regularly update a searchable/digital inventory of vacant and/or underutilized sites in the Study Area. Use the inventory list to conduct targeted property owner outreach, as described in Action 1.6.

Action 1.6 Property Owner Outreach. Conduct targeted outreach to property owners in the Study Area to learn why they may be leaving a site undeveloped or underutilized. Describe any applicable incentives or programs the City offers that may assist the property owner with developing the site.

Action 1.7 Land Banking. Pursue opportunities for acquisition and disposition of land that can be used for residential and/or mixed-use projects.

Action 1.8 City Staff Support. Explore the feasibility of expanding capacity by adding City staff or seeking staff services through consultants to implement the actions included in the Neighborhood Action Plan, if additional staff support is needed.

2. Provide More Housing Choices

Action 2.1 Commercial Neighborhood Rezoning. Rezone properties currently zoned as Commercial General in the Little Manila/Gleason Park Study Area to Commercial Neighborhood and explore hybrid commercial industrial zoning regulations to encourage and support housing in transitioning industrial areas along Mormon Slough.

Action 2.2 Housing for Large Households. Encourage projects that provide large units (three bedrooms or more) to incentivize the creation of housing for large households.

Action 2.3 Multi-generational Housing. Explore changes to City codes and regulations to support multi-generational housing.

Action 2.4 Homeownership Education. Collaborate with local community organizations to distribute materials and conduct educational efforts centered on homeownership education in the Study Area.

Action 2.5 Down-payment Assistance. Work with San Joaquin County to conduct targeted outreach on the San Joaquin County Gap Loan Program to renters in the Study Area to provide down-payment assistance to interested and eligible lower-income, first-time homebuyers.

3. Improve Access to Transit, Services, and Amenities

- Action 3.1 Mormon Slough Plan.** Explore the feasibility of creating a plan for Mormon Slough that addresses the needs of the community. The plan process should include a housing strategy, workforce development, and extensive community outreach and collaboration with service providers for the unhoused in the area. The plan may include recreational uses along the slough, such as a bike and/or walking trail, residential and/or commercial development, and other features prioritized by the community.
- Action 3.2 Transit-Oriented Development Feasibility Study.** Analyze opportunities for transit-oriented development in the Little Manila/Gleason Park Study Area, including parking capacity, regulatory incentives, financial feasibility, funding opportunities, and conceptual design options.
- Action 3.3 Transit-Oriented Development Funding.** Partner with transit agencies to pursue funding for transit-oriented development.
- Action 3.4 Stockton Diamond Project.** Support San Joaquin Regional Rail Commission's efforts to secure additional state, federal, and local funding to complete improvements contributing toward the enhancement of the surrounding area or that provide other community benefits.
- Action 3.5 Stocked Full of Produce Program.** Conduct targeted outreach to store owners in the Little Manila/Gleason Park Study Area to ensure they are aware of the program's benefits. Explore partnerships with community-based organizations to support healthy produce being sold in local retail establishments.
- Action 3.6 Bicycle and Car Share.** Coordinate with stakeholders to place bike and car-share in key locations to improve active transportation options and support first and final-mile connectivity for neighborhood residents and commuters.
- Action 3.7 Alternative Modes of Transportation.** Collaborate with local organizations to establish a community working group to meet regularly with residents to identify and prioritize needed infrastructure and programming that supports alternative modes of transportation, such as walking, biking, and taking the bus.
- Action 3.8 Conquering the Digital Divide.** Pursue funding and partnerships to expand the City's Fiber Optic Infrastructure, to help provide reliable digital access to residents in the Study Area.
- Action 3.9 Connect Study Area to Downtown.** Explore options to better connect the Little Manila/Gleason Park Study Area with Downtown Stockton.
- Action 3.10 Amtrak Station.** Pursue funding for the planning and construction of connectivity and public realm improvements to the San Joaquin Street Amtrak Station.

4. Support Neighborhood Revitalization

Action 4.1 Environmental Site Assessments. Conduct Phase I and/or Phase II environmental site assessments for vacant and underutilized sites in the Little Manila/Gleason Park Study Area.

Action 4.2 Community Development Corporations. Work with community organization(s) to support a Community Development Corporation focused on neighborhood revitalization and building housing in the Little Manila/Gleason Park Study Area.

Action 4.3 Financing Districts. Evaluate the feasibility and benefits of adopting a financing district for the Little Manila/Gleason Park Study Area to support the development of housing and neighborhood revitalization.

Action 4.4 Cultural District. Pursue designation as a California Cultural District to support the Study Area's history and cultural resources and activities.

Action 4.5 Residential Upgrades. Continue to offer solar installation, energy and water-efficiency upgrades, drought tolerant landscaping, and tree planting services to residents within the Study Area. Collaborate with Stockton Rising to inform residents of the program's benefits.

Action 4.6 Façade Improvement Forgivable Loan Program.

Study the feasibility of expanding the City's façade improvement forgivable loan program, which currently helps fund exterior renovations of commercial buildings to also fund façade renovations of residential buildings.

Action 4.7 Owner-Occupied Rehabilitation Program.

Conduct targeted outreach in the Study Area for the Single-Family Rehabilitation Program, which provides qualified homeowners with financial assistance to complete substantial interior and exterior repairs.

Action 4.8 Sidewalk Repair and Gaps. Pursue funding to assist property owners with repair and installation of sidewalks in portions of the Study Area identified in Appendix 8 as "no sidewalk" or "needs repair."

Action 4.9 Community Development "Review List" Materials. Prepare marketing materials that highlight common improvements and costs associated with development such as repair of sidewalks, paved parking areas, etc.

Action 4.10 Downtown Stockton Alliance. Collaborate with the Downtown Stockton Alliance to explore the inclusion of the Little Manila/Gleason Park Study Area within the business improvement district.

5. Preserve Historic Resources

Action 5.1 Historic Resources Context Statement. Prepare a historic context statement for the Study Area to identify individually eligible resources and historic districts.

Action 5.2 Historic Resources Survey and Inventory. Establish and maintain an up-to-date inventory of historic resources in the Study Area. Prepare the historic context statement prior to the historic resources survey.

Action 5.3 Historic District. Explore the formation of a historic district that designates the Study Area as a unified historic resource due to the concentration of historic resources, which may include buildings, sites, structures, landmarks, and objects of historic merit.

Action 5.4 Development Review and Fees. Work with the Cultural Heritage Board to explore the feasibility of a historic resource rehabilitation program that includes expedited review and reduced fees for housing projects that include historic resources in the Study Area.

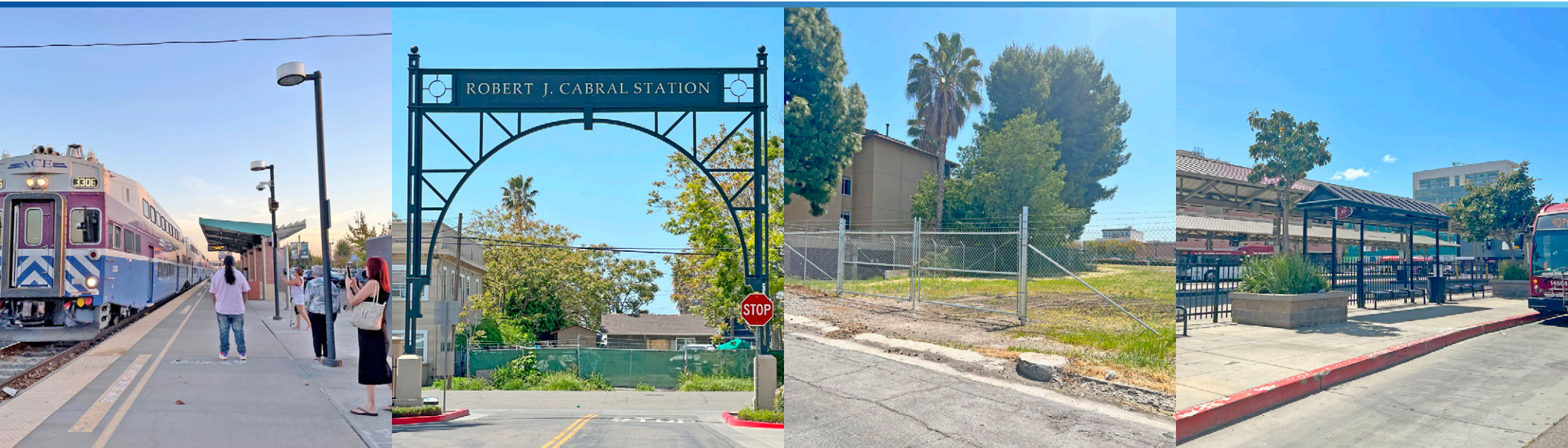
Action 5.5 Public Awareness. Prepare educational materials that explain available funding for rehabilitation of historic resources and describe the demolition process if demolition of the historic resource is permissible by the City.

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Cabral/ East Cabral Station Area Neighborhood Action Plan

for the City of Stockton
September 2024





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Cabral/East Cabral Station Area Neighborhood Action Plan for the City of Stockton

September 2024

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ORANGE COUNTY • BAY AREA • SACRAMENTO • CENTRAL COAST • LOS ANGELES • INLAND EMPIRE

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1. Introduction

As of 2023, the entire state of California, including Stockton, faces a significant housing supply and affordability crisis spurred by high land costs, rising construction costs, and limited financing options. In 2019, the Governor allocated \$250 million to help jurisdictions with planning efforts that accelerate housing production to meet the identified needs of each community. The funds were directly allocated as a one-time award to regional governments. Stockton's regional Council of Governments – the San Joaquin Council of Governments (SJCOC) – was the governing body responsible for distributing the funds to local jurisdictions. In 2021, the City of Stockton applied for and was awarded funds to prepare Neighborhood Action Plans focused on furthering housing development in three areas in Stockton, including the Cabral/East Cabral Station Area, which is the focus of this Action Plan. Separate Action Plans were also prepared for two other areas: South Airport Way and Little Manila/Gleason Park.

Purpose of This Action Plan

The City is continuously working to address housing supply issues and has adopted a number of plans and strategies that directly or indirectly support housing throughout the city. The Cabral/East Cabral Station Area Neighborhood Action Plan (Plan) builds on these plans, including the City's Housing Action Plan and Housing Element. The Plan identifies actions to **further the development of housing, achieve a variety of housing types, support neighbor-**

hood revitalization, and improve access to transit, services, and amenities within the Cabral/East Cabral Station Action Plan Area (Study Area), which is shown and described herein.

Users of the Plan include community members interested in learning about the City's efforts to further housing development in the Study Area, housing developers, City staff, decision-makers, and any other interested party.

Description of the Study Area

The Cabral/East Cabral Station Study Area is in central Stockton, bound by the Crosstown Freeway (Highway 4) to the south and the University Park campus to the north, along Park Street. A portion of the Study Area is within Stockton's Downtown. The Robert J. Cabral Train Station, which serves passenger rail along an active freight line, is at the center of the Study Area. Residential uses, including single-family homes, duplexes, fourplexes, apartments, and mixed-use housing, occupy a large portion of the area. Commercial uses, including restaurants, grocery stores, retail stores, medical offices, offices, and auto-oriented businesses, can be found in the Study Area. Industrial uses can also be found throughout the Study Area. Located on the eastern side of the Study Area is the Jane Frederick Continuation High School. There are several historic resources in the area, including two federal, one state, and 17 local historic sites and landmarks. These range from sites like the Elks Building, the Benjamin Holt Home, and the Childrens Home of Stockton.

Like the South Airport Way and Little Manila/Gleason Park areas, Cabral/East Cabral Station was selected for a Neighborhood Action

Cabral/East Cabral Station Study Area

Plan because there is an elevated need for quality housing and complementing services and amenities for the surrounding community. These areas were identified in the 2040 Envision Stockton General Plan as sites in need of investment. All three areas are also located within the South Stockton Promise Zone and are mapped by the State Housing and Community Development Department as low-resource areas, with the need to improve access to adequate infrastructure, employment, and housing. The objectives and actions included in this Neighborhood Action Plan may be applicable to areas outside of the Study Area boundary.

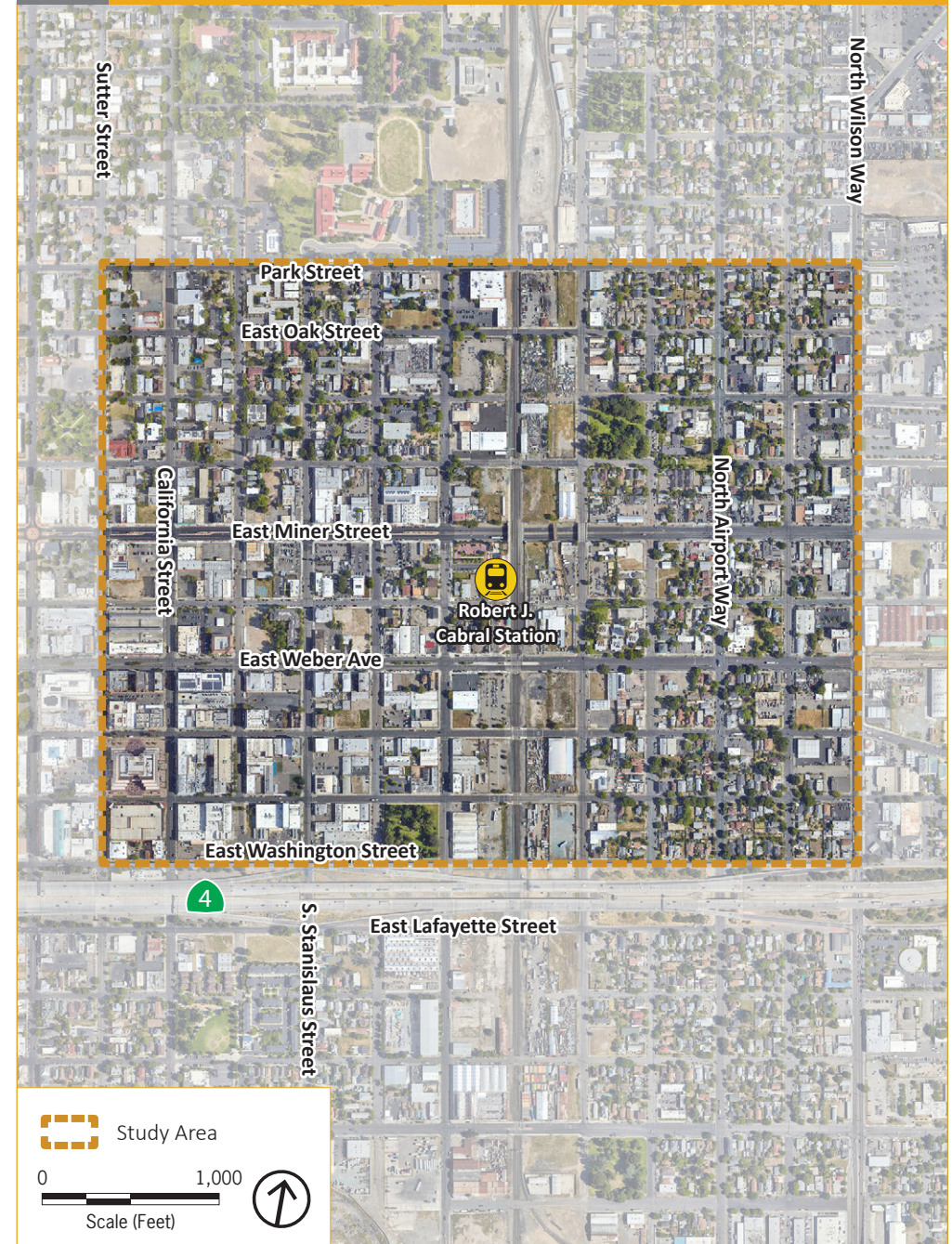
How to use the Action Plan

The Cabral/East Cabral Station Neighborhood Action Plan is organized into four chapters and two appendices. The contents of each chapter are summarized here.

Chapter 1 – Introduction: This chapter provides a summary of the Plan purpose, describes the Study Area boundary, and explains the contents of the Plan.

Chapter 2 – Cabral/East Cabral Station Study Area: This chapter describes the Cabral/East Cabral Station Study Area, including existing land uses, community character, and demographics, which together provide the baseline conditions the Plan will address through the actions in Chapter 4.

Chapter 3 – Potential for New Housing: This chapter explores challenges and opportunities for new housing development in the Study Area. It highlights feedback from stakeholders and



Source: Google Earth Professional, 3/2/2023. PlaceWorks, 2023.

What is an Action Plan?

An Action Plan includes measurable steps that can be taken to achieve a specified objective. Objectives are end-statements; they describe what the community wants to accomplish to resolve a particular issue or problem. Actions help guide day-to-day decision making so that there will be continuing progress toward the attainment of the community's objectives. The actions in the Cabral/East Cabral Station Area Action Plan will serve as a guide for City staff and decision makers in the effort to improve housing opportunities and access to services and amenities in the Cabral/East Cabral Station Area Study Area.



Incoming Train at the Robert J. Cabral Train Station.

includes a map of vacant sites with descriptions of the types of new housing that may be well-suited for those sites.

Chapter 4 – Objectives and Actions: This chapter includes the Plan actions, which are divided under four objectives:

1. Further the development of housing
2. Provide more housing choices
3. Improve access to transit, services, and amenities
4. Support neighborhood revitalization

Appendix 8 – Neighborhood Action Plans Existing Conditions

Report: This appendix contains background information about the Study Area, including community, character demographics, and infrastructure. It also includes an infrastructure readiness analysis that was completed for three vacant infill sites in the Study Area to help inform existing conditions.

Appendix 9 – Neighborhood Action Plans Outreach Summary:

This appendix contains an overview of the outreach conducted during the preparation of the Neighborhood Action Plan.

2. Cabral/East Cabral Station Study Area

The Cabral/East Cabral Station Study Area is in central Stockton, between the Crosstown Freeway and the University Park campus, and bisected by the Union Pacific railroad line, as shown on the Study Area map (Page 5 of the Neighborhood Action Plan). A portion of the Study Area is in Downtown Stockton and includes the Robert J. Cabral Train Station. The Altamont Corridor Express operates four daily roundtrips originating at the Cabral Train Station, traveling through the Tri-Valley area, and into downtown San Jose. The Study Area boundary was developed on the basis of stakeholder feedback and identified as an area with elevated need for quality housing and amenities for the community. However, the Study Area boundary is not meant to serve as an official map of the neighborhood. See Appendix 8, Neighborhood Action Plans Existing Conditions Report, for more information about the Study Area.

Existing Land Use

The Study Area includes a mix of housing, commercial, mixed-use, industrial, institutional uses, and vacant land. Almost half of the land in the Study Area is occupied by single-family homes, duplexes, fourplexes, apartments, and mixed-use housing. Commercial and industrial uses comprise about a quarter of the land

Age

46% below the age of 34 in Cabral/East Cabral Station area

VS

53% below the age of 34 in Stockton



Race/Ethnicity

- ▶ **63%** Hispanic or Latino (of any race)
- ▶ **14%** Black or African American
- ▶ **12%** White
- ▶ **8%** Asian
- ▶ **2%** Two or more races
- ▶ **1%** Native Hawaiian and Other Pacific Islander alone

Housing Tenure

in Cabral/East Cabral Station area

90% Renters

10% Owners

VS

50% Renters

50% Owners

in Stockton



Average Household Size

2 persons per household in Cabral/East Cabral Station area

VS

3.2 persons per household in Stockton



Overcrowded Housing

16% overcrowded housing units in Cabral/East Cabral Station area

VS

9% overcrowded housing units in Stockton



Average Household Income

\$35,518 in Cabral/East Cabral Station

VS

\$78,712 in Stockton



Who Lives in Cabral/East Cabral Station Area?

uses in the Study Area and include restaurants, grocery stores, retail stores, medical services, offices, and auto-oriented businesses. The Study Area includes low-income census tracts where a significant number or share of residents is more than a half mile from the nearest supermarket, which are tracts the U.S. Department of Agriculture considers as having low food access. Vacant land and institutional uses cover roughly a quarter of the Study Area.

What We Heard from the Community About the Study Area

The Cabral/East Cabral Station Neighborhood Action Plan was prepared in collaboration with the local community, including those who live in or just around the Study Area. The primary ways community members provided input were through three pop-up events that were in the Study Area, two open house events that were facilitated by the City, a paper survey that was available in five languages, and an online activity. These engagement methods – as well as the feedback received – are further described in Appendix 9. Key takeaways from the community feedback received are summarized below. ***While the survey results received are not considered statistically significant, they help inform existing conditions within and near the Study Area.***

Provide More Housing Choices

The first question in the housing paper survey and online activity asked people to identify the type of housing they would like to see built in their neighborhood. A majority of the participants who responded to the survey question said they would like to see mixed-

use buildings, apartments, duplexes, triplexes, and fourplexes built in their neighborhood. Other housing needs identified include live-work units, townhomes, supportive or transitional housing, tiny homes, housing with smaller units, and single-family homes. As noted above, the survey results received for the Study Area are not considered statistically significant; however, they help provide insight on the type of housing that may be needed in the Study Area.

Housing Affordability

Affordable housing was mentioned as the number one type of housing participants would like to see in the Study Area. Housing is classified as “affordable” if households do not pay more than 30 percent of income for payment of rent (including a monthly allowance for water, gas, and electricity) or monthly homeownership costs (including mortgage payments, taxes, and insurance). As stated in Stockton’s 2023-2031 Housing Element, the rate of housing cost burden for lower-income households is slightly higher in Stockton (75 percent) than in San Joaquin County (72 percent) and California (70 percent), pointing to a need for more affordable housing units in Stockton, including within the Study Area, where the average household income is \$35,518 vs. Stockton’s citywide income of \$78,712. Market-rate apartments were also mentioned as a need and are also encouraged through the actions in this Plan.

Access to Transit, Services, and Amenities

When asked what could be added to improve the quality of life in the neighborhood, participants responded regarding a need for grocery stores or neighborhood markets, community centers, green

spaces and parks, and social services. There is also a need for commercial spaces where people can visit while waiting for the train, such as restaurants and boutique shops. In addition, participants mentioned the need for neighborhood improvements such as bike lanes, streetlights, improved sidewalks, and the installation of mid-block pedestrian crossings. More bus routes that resemble the current express routes which go back and forth on a single line rather than a one-way loop was also mentioned as a suggestion for the Study Area.

Neighborhood Revitalization

In addition to housing and the need for services and amenities, the maintenance of rental units was brought up during the outreach effort as a concern in the Study Area. Maintenance and vandalism were also noted as an issue for property owners. Safety within and around the parks was also brought up, as well as an increased need for outreach efforts and social services dedicated to the unhoused population. Other comments received about the Study Area include increasing police patrols, providing community gardens and shuttles, and encouraging carpools.



Open House held on June 13, 2023.



Pop-up event held at the Golden Villa Farmers Market on October 29, 2022.



Pop-up event held at the Makers on Main Street Event on June 27, 2023



Pop-up event held at the Full Moon Riders Event on October 8, 2022

3. Potential for New Housing

Transit-Oriented Development

Transit-oriented development (TOD) focuses on placing new housing and services around existing or future public transportation stations where other modes of transportation like walking or bicycling are prioritized. The result of TOD is a more dense, walkable, mixed-use style of development near transit, which attracts people and adds to vibrant and connected communities. TOD generally provides a mix of residential and commercial development and is specifically designed to make public transportation more successful and enhance the convenience and safety of walking and bicycling. Therefore, TOD is a common tool for reducing reliance on single-occupant vehicles, reducing greenhouse gas emissions and vehicle miles traveled, and building resilient communities in existing urban areas.

The Cabral/East Cabral Station Study Area has various public transportation facilities that would make TOD a sustainable option for future housing and mixed-use development. The Study Area includes the Robert J. Cabral Train Station served by the Altamont Corridor Express (ACE), linking residents with the Tri-Valley area and ultimately downtown San Jose. This station is the first before heading west into the Bay Area and is within five blocks of the San Joaquin Regional Transit District Downtown Transit Center, allowing



Downtown Transit Center in Downtown Stockton.

Additional benefits of TOD include providing places where residents can live, work, and play in the same area, stimulating the local economies, protecting green space, and providing better access to jobs.

ACE riders to use public transportation to get to the train station. The San Joaquin Regional Rail Commission (SJRRRC) is working to open new passenger rail service, called Valley Rail, between Stockton and Sacramento in 2024/2025.

Due to the abundance of regional and local public transportation connections in the Study Area, there is an opportunity for incentivizing TOD housing projects near the Robert J. Cabral Train Station. Such projects could boost the local economy and revitalize the community by providing much-needed housing near affordable public transportation. Implementation of TOD opens funding opportunities through various federal, state, and regional grants that can help fund new housing developments in the Study Area. For instance, the Affordable Housing and Sustainable Communities Program funds affordable housing developments and transportation related amenities.

Challenges and Opportunities

The Cabral/East Cabral Station Study Area is an ideal place for the construction of new housing that supports access to transit and complements the existing neighborhood. About 14% of the land in the Study Area is vacant, which means there are opportunities for new housing development, including placing new housing in Downtown, near the Robert J. Cabral Train Station and Transit Center, and in close proximity to bus stops.

While there are opportunities for housing development, the Study Area is in need of infrastructure upgrades. An infrastructure readiness analysis conducted for three key vacant infill sites in the

Brownfields

Brownfields are sites that may have a hazardous substance, pollutant, or contaminant. Cleaning up and reinvesting in brownfield properties can increase the local tax base, facilitate job growth, and take development pressures off of open land. A variety of grants support brownfield revitalization efforts by funding assessment, cleanup, and job training, including:

- ▶ the EPA Brownfield Multipurpose Grant, which offers up to \$800,000 to assess site reuse and market feasibility assessment; and
- ▶ the EPA Brownfield Cleanup Grant, which can provide up to \$2 million for one or more sites.

Cabral/East Cabral Station Area indicates that these properties may not have adequate fire flow for new residential buildings. Sidewalk conditions in the Study Area were also found to be poor, primarily north of Miner Avenue and east of the railroad. Many street intersections also do not have curb ramps needed for wheelchair users. These type of improvements can be costly for developers and may hinder new housing development. See Appendix 8, Neighborhood Action Plans Existing Conditions Report, for the complete infrastructure readiness analysis and a map showing sidewalk conditions in the Study Area.

Per the Market and Needs Assessment in the Citywide Housing Action Plan, market constraints and the need for enhanced

infrastructure were noted as significant challenges to constructing housing in Stockton.

Feedback from Stakeholders

To help understand barriers to housing development in the Study Area, the City held one-on-one and small-group meetings with local stakeholders during July to September 2022. Key themes that emerged from these meetings surrounding challenges and opportunities for new housing development, are as follows:

- ▶ **Environmental Contamination.** There is a concern about developing some of the vacant properties in the Study Area because the ground is likely contaminated. Sites that are contaminated typically require remediation before construction can occur, which can be an impediment to new housing development due to cost and timing issues. To help address this challenge, this Plan encourages pursuing grants for brownfield analysis, and if needed, remediation and a holistic program for cleaning up sites in the Study Area.
- ▶ **Abandoned Buildings and Vacant Sites.** Nonresponsive owners of abandoned buildings and vacant sites were identified as a barrier to new housing development in the Study Area. This Plan encourages targeted outreach to property owners in the Study Area to learn why they may be leaving a site undeveloped. Identifying opportunities for acquiring land that may be suitable for housing and offering the land to housing developers or reselling the land(s) acquired, which is known as land banking, is also supported in this Plan.

What is Land Banking?

Land banks can be created by local jurisdictions to acquire and hold abandoned, vacant, or tax-delinquent properties for future development. Land banking can create opportunities for new housing by consolidating fragmented parcels to accommodate multifamily projects. Land banking can be used specifically to reserve land for affordable housing.

Source: Habitat for Humanity, "Why Land Banks Matter", August 2023, <https://www.habitat.org/costofhome/why-they-matter-land-banks>

- ▶ **Housing.** Multifamily, mixed-use, live-work, and homeownership housing were recommended as an opportunity for some of the lots in the Study Area. However, it was also noted that in addition to housing, amenities and commercial uses are needed to support new housing development. The Table on Page 16 of the Neighborhood Action Plan includes a list of vacant sites and identifies the most feasible housing types that could be built on each site.
- ▶ **Community Organizations.** There is an opportunity to collaborate with local community organizations to help improve housing choices in the Study Area. Partnering with other organizations will bring additional expertise, resources, and perspectives to solving the unique challenges presented in this neighborhood. One idea that was shared is to work with a local organization to encourage community members to participate in an educational homeownership training course or learn about other resources for first-time homebuyers.

- ▶ **Development Process.** Timing can be a major constraint to new housing development. Market fluctuations and time from application to approval can hinder new development. This Plan supports expanding the active period for permits and entitlements from 12 months to 24 months to allow for flexibility by housing developers.
- ▶ **City Fees.** Fees were also identified as a barrier to new housing development. This Plan explores efforts to waive or reduce certain City fees for new housing development in the Study Area. It also supports the preparation of marketing materials that highlight common improvements and costs associated with development to provide transparency.
- ▶ **Funding.** To support housing creation, there is an opportunity to assist developers with the cost of developing housing. The City could evaluate the feasibility and benefits of adopting a financing district for the Study Area to support the development of housing, as well as neighborhood revitalization.

In addition to housing, stakeholders noted there are other issues in the Study Area, such as public safety concerns, limited access to healthy foods, high asthma rates, and poor pedestrian infrastructure. The primary objective of the Plan is to further the development of housing in the Study Area; therefore, the objectives and actions included in this Plan are housing-focused. Actions are also included to address key issues to help enhance the quality of life in the Study Area; however, there are issues unrelated to housing production that are not addressed in this Plan.

See Appendix 9, Neighborhood Action Plans Outreach Summary, for a complete summary of the feedback received.

Displacement Risk

Displacement risk increases when a household is paying more for housing than their income can support. Stockton is in San Joaquin County, which is a region that has experienced significant population growth and development resulting in rising housing costs and increasing the risk of displacement in some neighborhoods.

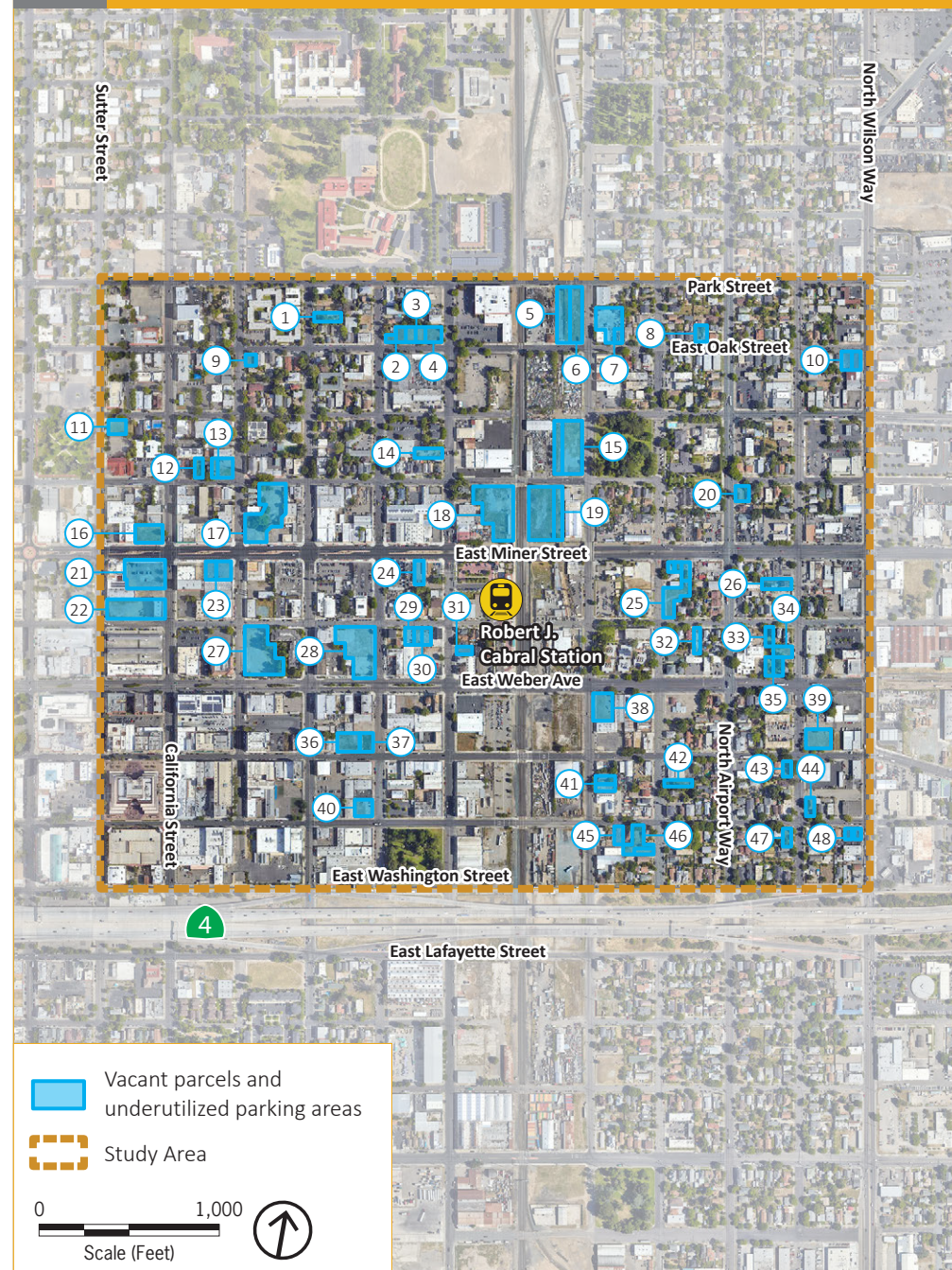
To study the displacement vulnerability of Stockton households, the City of Stockton prepared a Residential Displacement Assessment Report in 2023. This Assessment Report utilized two mapping tools: the San Joaquin County's Gentrification and Displacement Mapping Tool and The Affirmatively Furthering Fair Housing Data Viewer, to identify the types of displacement risk that residents are facing. According to the mapping tools, the Cabral/East Cabral Station Area Study Area is under the "Varying Levels of Displacement" designation.

This plan includes actions to help further the development of housing and improve access to services and amenities in the Cabral/East Cabral Station Study Area, which could inadvertently increase the potential for displacement. To help mitigate this risk, the Neighborhood Action Plan includes strategies that support the development of affordable housing in the Study Area. The Residential Displacement Assessment Report also identifies the following strategies to help combat displacement: proactive code enforcement, diversifying the housing stock, and expanding legal-aid and tenant-landlord education programming.

Vacant Sites In Cabral/East Cabral Station

Vacant Sites

During the Plan development process, the project team identified several sites within the Study Area that are vacant or have a surface parking lot that is not well-utilized. These sites may serve as an opportunity for new housing development. The Vacant Sites in Cabral/East Cabral Station map shows the location of these sites, and the table that follows identifies the most feasible housing types that could be built on each site based on the lot size and characteristics of the surrounding neighborhood. The most feasible housing types are listed by letter (A-I) in the table on Page 18 of the Neighborhood Action Plan to correspond with the housing type descriptions that follow. While the City does encourage new housing development on vacant properties, where appropriate, the City itself does not build housing unless the property is owned by the City. Redevelopment of any of the sites that are privately owned would require agreement with the property owner, approval of a development proposal, and adequate infrastructure.



Source: Google Earth Professional, 3/2/2023. PlaceWorks, 2023.

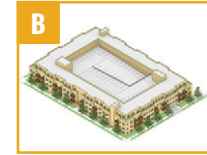
Exhibit 1 - Housing and Neighborhood Action Plans

Site Number	Street Address	Most Feasible Housing Types
1	622 North Stanislaus Street	G, I
2	815 & 801 East Oak Street	G, I
3	831 & 821 East Oak Street	G, H, I
4	845 East Oak Street	G, H, I
5	Assessor's Parcel Number: 15108036	C, F
6	647 North Union Street	B, C, F,
7	640 North Union Street & 1121 East Oak Street	C, F,
8	1221 East Oak Street	I
9	604 East Oak Street	G, I
10	545 North Wilson Way & 1444 East Oak Street	C, F, H
11	442 North Sutter Street	G, I
12	519 East Lindsay	G, I
13	537 & 535 East Lindsay Street	G, H, I
14	413 North Aurora Street	G, I
15	1025 East Lindsay Street & 425 North Union Street	B, F
16	437 East Miner Avenue	B, D
17	622 East Lindsay Street	B, D, E, F, G
18	319 North Sacramento Street	B
19	1004 East Lindsay Street & Assessor's Parcel Number: 15112054	B, D
20	336 North Airport Way	G, I
21	242 North Sutter Street	A, B, D
22	206 North Sutter Street	A, B
23	544 & 532 East Miner Avenue	A, B, D, G

Site Number	Street Address	Most Feasible Housing Types
24	830 East Miner Avenue	G, I
25	1206, 1208, 1220 East Miner Avenue & 220 North Pilgrim Street	F, G, H
26	225 North Sierra Nevada Street	G, I
27	621 East Weber Avenue	B, C, D, F, G
28	145 North Grant Street	B, C, D, F, G
29	820 Channel Street	I
30	836 Channel Street	G, H
31	128 North Aurora Street	G, I
32	1230 Channel Street	G, I
33	1328 Channel Street	I
34	139 North Sierra Nevada Street	I
35	1339 & 1327 East Weber Avenue	I
36	721 East Main Street	D, G, H
37	11 North Grant Street	I
38	1102 East Weber Avenue	B, C, D
39	1405 East Main Street	C, D, F
40	Assessor's Parcel Number: 14920017	G, I
41	20 & 26 South Union Street	G, I
42	20 South Pilgrim Street	G, I
43	1348 East Main Street	I
44	34 South Sierra Nevada Street	G, I
45	1120 East Market Street	I
46	1134 East Market Street 121 South Pilgrim Street	E, F, H
47	1346 East Market Street	I
48	101 South Wilson Way	I



High-Rise Residential



Mid-Rise Apartments



Low-Rise Apartments



Mixed-Use



Cottage Courts



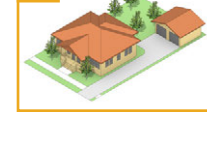
Townhomes



Live-Work



Multiplexes



Triplexes and Duplexes

Housing Types

The following residential development types were identified based on typical housing products being built across California and were screened for appropriateness to the Study Area based on existing built form, relevant barriers to development, and characteristics of existing properties within the Study Area. Site characteristics of properties in the Study Area, including typical lot dimensions and sizes, guided the description for each housing type to ensure that appropriate housing types can be developable within the neighborhood context.

Mixed-use, mid-rise apartments, live-work units, townhomes, triplexes, and duplexes were identified as the most feasible housing types for many of the vacant sites within the Study Area based on lot size and neighborhood characteristics. High-rise apartments, low-rise apartments, multiplexes, and cottage courts are also suitable for some of the vacant sites.

The following content shown in yellow describes the housing types and shows example drawings. To learn more about each housing type, please see the citywide Housing Action Plan. The drawings do not show an actual development project; they are intended to provide a visual representation of what the housing type could look like.

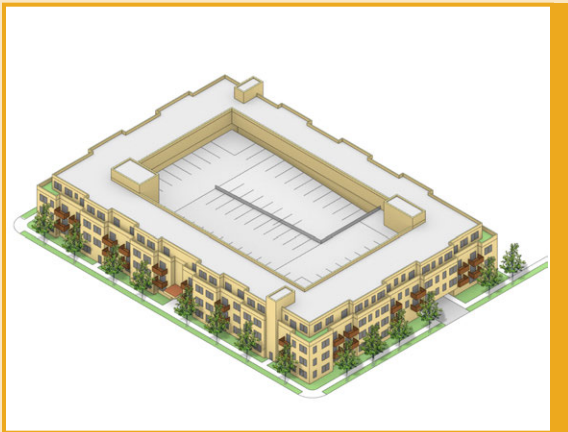


Vacant site south of Channel Street.



A. High-Rise Residential

These are high-density apartments that are typically developed within existing medium- to high-density neighborhoods, in downtown areas, and near employment or transit hubs. They are constructed on larger lots with an active frontage provided along a public street and can be seven stories or taller. Outdoor space is provided in the form of common courtyards at ground level, above parking podiums, on rooftops, or in private open space areas such as balconies.



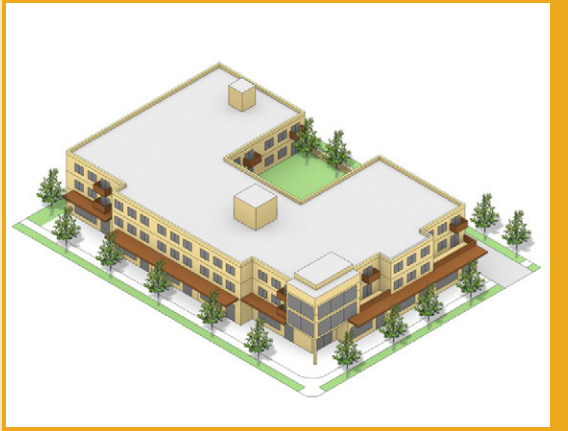
B. Mid-Rise Apartments

These are medium-density apartments that are typically developed within or near existing medium- to high-density neighborhoods, in downtown areas, and near employment or transit hubs. They are constructed on large sized lots with common entries oriented towards the public streets and can be four to six stories tall. Outdoor space is provided in the form of courtyards at ground level, above parking podiums, on rooftops, or in private open space areas such as balconies.



C. Low-Rise Apartments

These are low-density apartments that are typically developed in low- to medium-density neighborhoods, in downtown areas, and near employment and transportation nodes. They can be constructed on a variety of lot sizes with common entries oriented towards a public street and can be two to three stories tall. Outdoor space is provided in the form of courtyards at ground level, on rooftops, or in private open space areas such as balconies.



D. Mixed-Use

These developments contain residential uses in combination with retail and/or office spaces and can be arranged either vertically or horizontally. They are appropriate within neighborhoods of all densities, in downtown areas, and near transit stations. They can be constructed on a variety of lot sizes and can be three stories or taller. Outdoor space is provided in the form of courtyards at ground level or on parking podiums, or in private open space areas such as balconies.



E. Cottage Courts

These are homes that consist of small, detached residential units surrounding a common courtyard that serves as outdoor space. Entrances to each unit are accessed off of this central court. They are appropriate within existing low- to medium-density neighborhoods and in areas transitioning out of nonresidential uses. They can be constructed on a variety of lot sizes but are typically recommended for medium to larger sized lots. Cottage courts can be one to three stories tall.



F. Townhomes

These are homes that are attached in a horizontal configuration, each with a standalone entrance. They are appropriate within neighborhoods of all densities and fit a variety of lot sizes. Townhomes can be two to three stories tall. Entrances are oriented towards a public street and outdoor space can be provided in front or rear yards, upper-floor terraces and balconies, ground-level courtyards, or by using interconnected landscape areas in multi-building projects.



G. Live-Work

These are homes that provide a flexible ground-floor space that could be used for home-based employment or additional living space. They are appropriate within neighborhoods of all densities, within neighborhood commercial corridors, or in downtown areas. Live-work units fit a variety of lot sizes and can be two to three stories tall. Entrances are oriented towards a public street or can be oriented towards a common interior courtyard. Outdoor space can be provided in front or rear yards, upper-floor terraces and balconies, ground-level courtyards, or by using interconnected landscape areas in multi-building projects.



H. Multiplexes

These are flexible four-unit or larger multifamily developments in which units can be arranged in a single structure or in multiple structures on a site. They are appropriate within existing low- to medium-density residential neighborhood or in downtown areas. They can be constructed on medium to large size lots and can be two to four stories tall. Outdoor space can be provided in upper-floor terraces and balconies, ground-level courtyards, or by using interconnected landscape areas in multi-building projects.



I. Triplexes and Duplexes

These are flexible development types that feature two to three attached units with separate entrances that can be arranged vertically or horizontally. They are appropriate within existing low- to medium-density residential neighborhoods or on small lots with proximity to services. They can be constructed on small to medium size lots and can be two to three stories tall. Outdoor space can be provided in upper-floor terraces and balconies, ground-level courtyards, or by using interconnected landscape areas in multi-building projects.

4. Objective and Actions

The Cabral/East Cabral Station Study Area is an ideal place for new housing that has access to transit and complements the existing neighborhood, but the area needs infrastructure upgrades that could hinder new development due to cost. Environmental contamination, lack of funding, and abandoned buildings pose additional challenges.

The Cabral/East Cabral Station Area Neighborhood Action Plan provides feasible actions to help address these challenges and incentivize housing preservation and development based on four overarching objectives:

1. Further the Development of Housing
2. Provide More Housing Choices
3. Improve Access to Transit, Services, and Amenities
4. Support Neighborhood Revitalization

The actions will serve as a guide for City staff and decision makers in the effort to improve housing opportunities in the Study Area. For a list of potential financial and grant sources, please see the citywide Housing Action Plan.



1. Further the Development of Housing

Action 1.1 Extend Permit and Entitlements "Active"

Period. Expand the "active" period for permits and entitlements in the Cabral/East Cabral Station Area from 12 months to 24 months.

Action 1.2 Economic Development Programs. Optimize existing economic developments programs the City already has in place to better align with the Neighborhood Action Plan.

Action 1.3 Public Facilities Fees. Support the Public Facilities Fees Nexus Study which will determine if the fees collected by the City are the right amount for the City of Stockton. The Nexus Study is currently in the process as of September 2023.

Action 1.4 Vacant and Underutilized Sites Inventory. Create and regularly update a searchable/digital inventory of vacant and/or underutilized sites in the Study Area. Use the inventory list to conduct targeted property owner outreach, as described in Action 1.5.

Action 1.5 Property Owner Outreach. Conduct targeted outreach to property owners in the Study Area to learn why they may be leaving a site undeveloped or underutilized. Describe any applicable incentives or programs the City offers that may assist the property owner with developing the site.

Action 1.6 Land Banking. Pursue opportunities for acquisition and disposition of land that can be used for residential and/or mixed-use projects.

Action 1.7 City Staff Support. Explore the feasibility of expanding capacity by adding City staff or seeking staff services through consultants to implement the actions included in the Neighborhood Action Plan, if additional staff support is needed.

2. Provide More Housing Choices

Action 2.1 Housing for Large Households. Encourage projects that provide large units (three bedrooms or more) to incentivize the creation of housing for large households.

Action 2.2 Multi-Generational Housing. Explore changes to City codes and regulations to support multi-generational housing.

Action 2.3 Homeownership Education. Collaborate with local community organizations to distribute materials and conduct educational efforts centered on homeownership education in the Study Area.

Action 2.4 Down-payment Assistance. Work with San Joaquin County to conduct targeted outreach on the San Joaquin County Gap Loan Program to renters in the Study Area to provide down-payment assistance to interested and eligible lower-income, first-time homebuyers.

3. Improve Access to Transit, Services, and Amenities

Action 3.1 Transit-Oriented Development Feasibility

Study. Analyze opportunities for transit-oriented development in the Cabral/East Cabral Station Study Area, including parking capacity, regulatory incentives, financial feasibility, funding opportunities, and conceptual design options.

Action 3.2 Transit-Oriented Development Funding.

Partner with transit agencies to pursue funding for transit-oriented development.

Action 3.3 Downtown Stockton Multimodal Transportation Network and Land Use Compatibility

Action Plan. Identify opportunities to support the Downtown Stockton Multimodal Transportation Network and Land Use Compatibility Action Plan.

Action 3.4 Train Station Parking Structure.

Work with the San Joaquin Regional Rail Commission to support development of a parking structure near the Robert J. Cabral train station to reduce the need for on-site parking in new housing developments near the train station, lower development costs, and serve train commuters.

Action 3.5 Stockton Diamond Project.

Support San Joaquin Regional Rail Commission's efforts to secure additional state, federal, and local funding to complete improvements contributing toward the enhancement of the surrounding area or that provide other community benefits.

Action 3.6 Incubator Space.

Collaborate with the San Joaquin Regional Rail Commission and local institutions to create an incubator/permanent retail space at the Robert J. Cabral train station for entrepreneurs to provide services and micro-retail opportunities for rail commuters and neighborhood residents.

Action 3.7 Stocked Full of Produce Program.

Conduct targeted outreach to store owners in the Cabral/East Cabral Station Area Study Area to ensure they are aware of the program's benefits. Explore partnerships with community-based organizations to support healthy produce being sold in local retail establishments.

3. Improve Access to Transit, Services, and Amenities (Continued)

Action 3.8 Healthcare Accessibility and Employment. Collaborate with healthcare organizations to expand access to health services within or near the Cabral/East Cabral Station Study Area and explore housing opportunities for resident doctors and other healthcare professionals.

Action 3.9 Downtown Wayfinding. Develop a wayfinding plan for Downtown Stockton to connect residents, employees, and visitors with the Robert J. Cabral train station and the Downtown Transit Center.

Action 3.10 Alternative Modes of Transportation. Collaborate with local organizations to establish a community working group to meet regularly with residents to identify and prioritize needed infrastructure and programming that supports alternative modes of transportation, such as walking, biking, and taking the bus.

Action 3.11 Bicycle and Car Share. Coordinate with stakeholders to place bike and car-share in key locations to improve active transportation options and support first and final-mile connectivity for neighborhood residents and commuters.

Action 3.12 Conquering the Digital Divide. Pursue funding and partnerships to expand the City's Fiber Optic Infrastructure to help provide reliable digital access to residents in the Study Area.

Action 3.13 Miner Avenue Streetscape – Phase II. Pursue funding for a "Phase II" of the Miner Avenue Complete Streets project, extending eastward from the Union Pacific Railroad tracks to Wilson Way.

Action 3.14 East Channel Street Streetscape Connectivity Project. Identify funding and partnership opportunities to support efforts to convert Channel Street into a premiere pedestrian corridor.

Action 3.15 Main Street Complete Streets Project. Identify funding and partnership opportunities to support Public Works' Main Street Complete Streets project.

4. Support Neighborhood Revitalization

Action 4.1 Environmental Site Assessments. Conduct Phase I and/or Phase II environmental site assessments for vacant and underutilized sites in the Cabral/East Cabral Station Area Study Area.

Action 4.2 Financing Districts. Evaluate the feasibility and benefits of adopting a financing district for the Cabral/East Cabral Station Area Study Area to support the development of housing and neighborhood revitalization.

Action 4.3 Residential Upgrades. Continue to offer solar installation, energy and water-efficiency upgrades, drought tolerant landscaping, and tree planting services to residents within the Study Area. Collaborate with Stockton Rising to inform residents of the program's benefits.

Action 4.4 Owner-Occupied Rehabilitation Program. Conduct targeted outreach in the Study Area for the Single-Family Rehabilitation Program, which provides qualified homeowners with financial assistance to complete substantial interior and exterior repairs.

Action 4.5 Façade Improvement Forgivable Loan Program. Study the feasibility of expanding the City's façade improvement forgivable loan program, which currently helps fund exterior renovations of commercial buildings to also fund façade renovations of residential buildings.

Action 4.6 Sidewalk Repair and Gaps. Pursue funding to assist property owners with repair and installation of sidewalks in portions of the Study Area identified in Appendix 8 as "no sidewalk" or "needs repair."

Action 4.7 Community Development "Review List" Materials. Prepare marketing materials that highlight common improvements and costs associated with development such as repair of sidewalks, paved parking areas, etc.

Action 4.8 Neighborhood Identity. Work with community stakeholders to establish a process for identifying "East Cabral" identity, building upon commonly used neighborhood names, history, arts, murals, and other defining features.

Appendices List

Appendix 1- Demographic Trends and Market Conditions Update- July 2022

Appendix 2- Residential Displacement Assessment- April 2023

Appendix 3- Adopted Local Homelessness Action Plan (LHAC)

Appendix 4- Housing Type (Missing Middle) Analysis

Appendix 5- Priority Sites Analysis

Appendix 6- Tables and Maps

Appendix 7- Housing Action Plan (HAP) Action Table

Appendix 8- Neighborhood Action Plans Existing Conditions Report

Appendix 9- Neighborhood Action Plans Outreach Summary

Appendix 10- Neighborhood Action Plan (NAP) Action Matrix

The Housing Action Plan Appendices can be downloaded on the City of Stockton's "Shape Stockton" Housing Action Plan Website at:

https://www.stocktonca.gov/business/planning___engineering/housing_action_plan.php

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