

City of Stockton
Housing Action Plan (HAP)
Public Review Draft

Section 1 – Introduction

October 6, 2023

INTRODUCTION

Purpose and Applicability

Stockton is creating a Housing Action Plan with its 2023-2031 Housing Element Update. The HAP will guide stakeholders on housing development and increase production with new policies, 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. The table below provides more information on this.

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 <i>(Cabral, Little Manila/Gleason Park, South Airport Way)</i>	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	Economic Development Department

Document	Role	Relationship to HAP	Responsible Party
		homelessness and permanent housing.	
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
Local Homeless Action Plan (LHAP)	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

Public Feedback

Between Fall 2022 and Spring 2023, City staff sent thousands of mailed notices to owners, dozens of notices to the Record and email group, hosted over fifteen (15) 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

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 at the direction of and with final approval from the Stockton City Council.

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Section 2 – Housing Market and Needs

October 6, 2023

Market and Needs

The following chapter of the Stockton Housing Action Plan (HAP) summarizes current market 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. For additional details, please refer to the remainder of this chapter. Additional research and information can also be found in Appendix A's Demographic Trends and Market Conditions Update and in the *City of Stockton 2023-2031 Housing Element*.

Five Main takeaways

1. Market constraints and the need for enhanced infrastructure influence Stockton's housing production. Governmental constraints do not seem to be an issue.
2. Current development trends only strengthen existing markets and do not support sustainable housing or income diversity.
3. Stockton has a higher percentage of minorities and low-income communities when compared to the region and state averages.
4. Key solutions to improve disadvantaged communities should include diversifying income levels for communities and activities that lead to wealth creation for lower-income households.
5. 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.

Five Main Solutions

1. While the City cannot directly change the housing market, the city can engage in activities that would reduce the feasibility gap in projects by providing incentives, adequate infrastructure and partnering with private groups.
2. The City should explore activities that provide equal access to supportive services and encourage efforts to create wealth for residents in disadvantaged communities.
3. Proactively engage in public-private partnerships tied directly to City projects and projects that can demonstrate direct public benefit.
4. Explore Policy and Land Use amendments that would provide more flexibility for future development and help target more grant funding opportunities including for infill developments and brownfield redevelopment projects.
5. 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 consistency with City housing goals.

Demographic Characteristics and Trends

Population and Household Growth

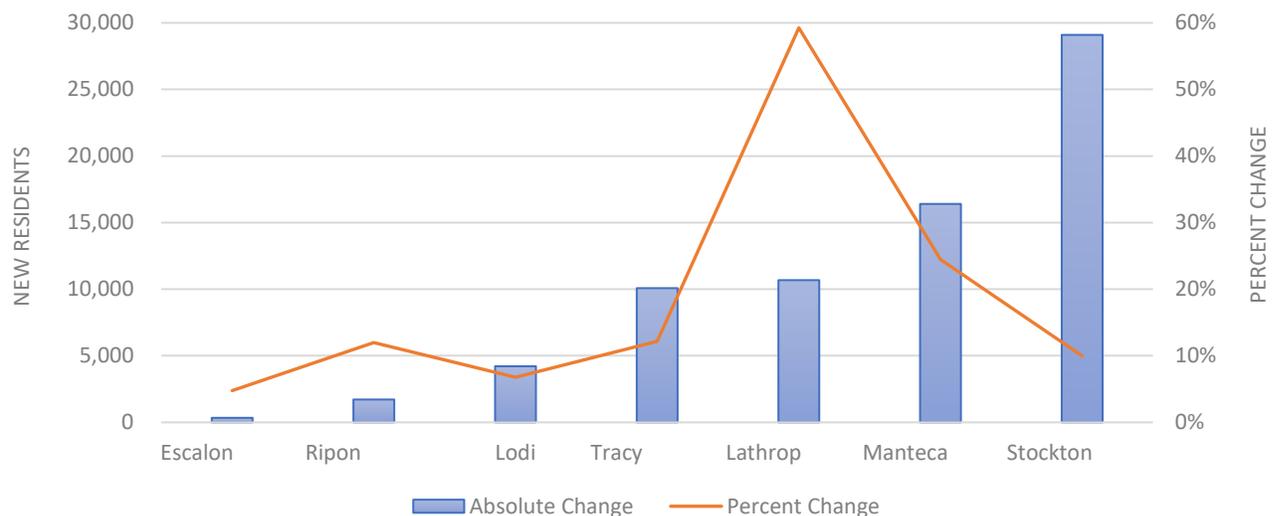
Stockton and San Joaquin County experienced significant population and household growth in the early- to mid-2000s, but growth slowed after the Great Recession. Between 2010 and 2020, Stockton added 10% more residents, while the county added 14%. Growth in the county shifted away from Stockton to other 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).

Table 1-Population and Household Growth

POPULATION	2000	2010	2020	PERCENT CHANGE 2000-2010	PERCENT CHANGE 2010-2020
<i>City of Stockton</i>	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
<i>City of Stockton</i>	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.

Figure 1-Population Growth by Jurisdiction, 2010-2020

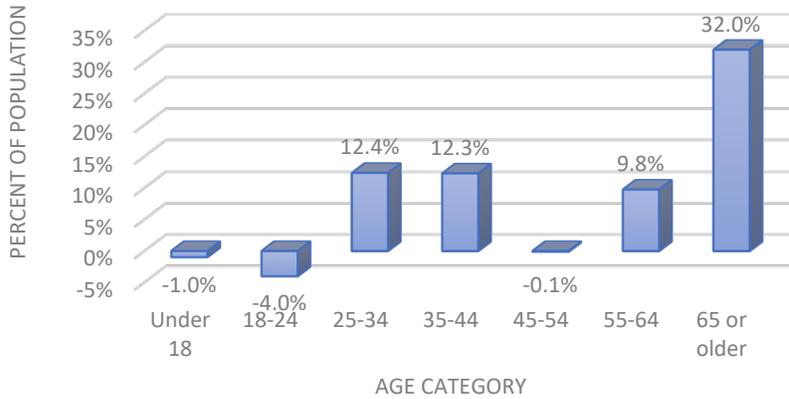


Sources: U.S. Census Bureau, Decennial Census 2000, 2010, and 2020.

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 2-Population Age Distribution, Change from 2010 to 2020



Sources: U.S. Census Bureau, Decennial Census 2010; American Community Survey 2016-2020 five-year sample data.

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.

Table 2-Distribution of the Population by Race and Ethnicity, 2010 and 2020

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

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.

Table 4-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%

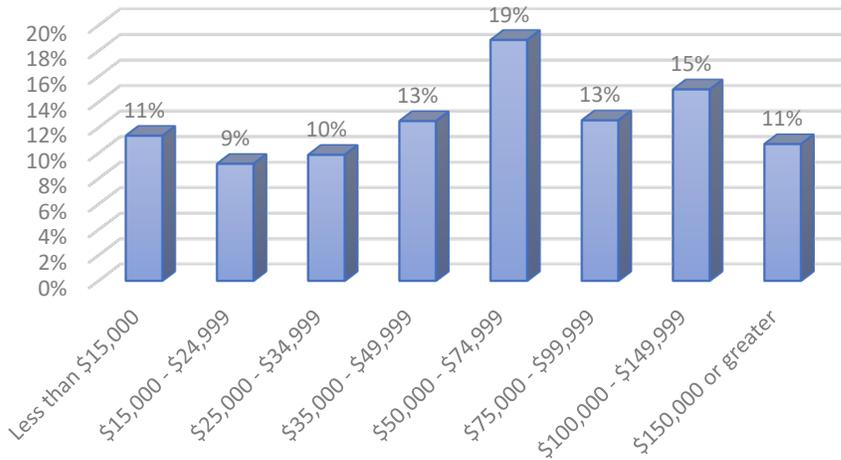
Source: San Joaquin Continuum of Care PIT Count, June 2022.

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.

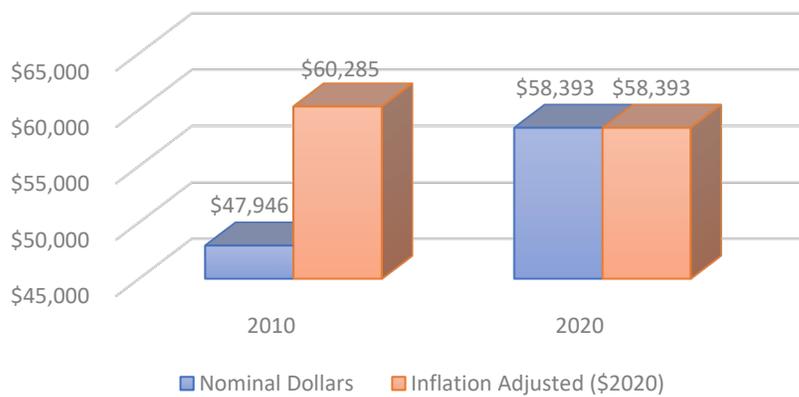
¹ This data indicates that while both San Joaquin County and the City of Stockton saw a decrease in the total number of individuals observed to be experiencing homelessness, the share of the countywide homeless population living in Stockton increased from 61 percent to 66 percent. This may be due, at 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.

Figure 4-Household Income Distribution, 2020



Sources: U.S. Census Bureau, American Community Survey 2006-2010 and 2016-2020 five-year sample data.

Figure 5-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 6.

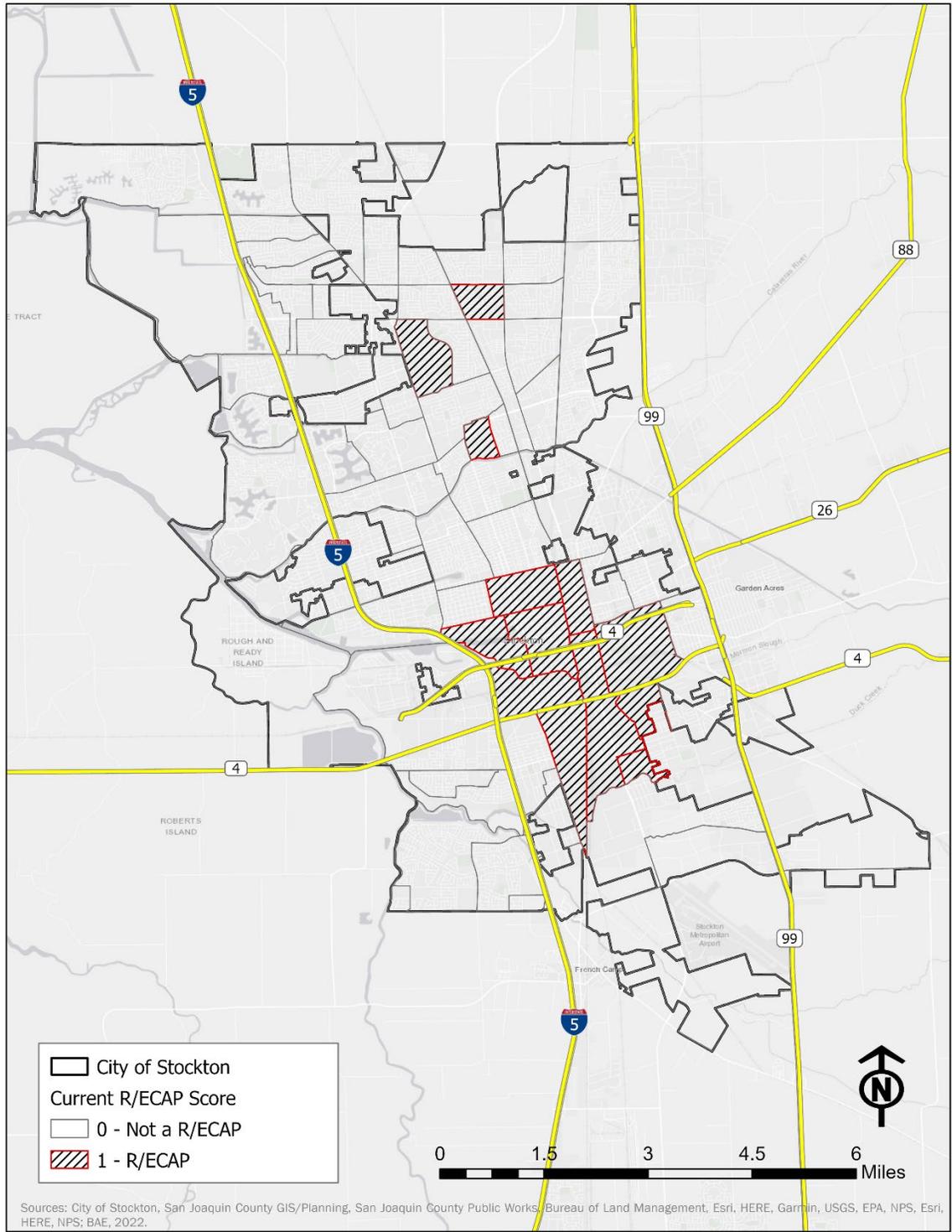
TCAC/HCD Opportunity Scores by Census Tract

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 7 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.

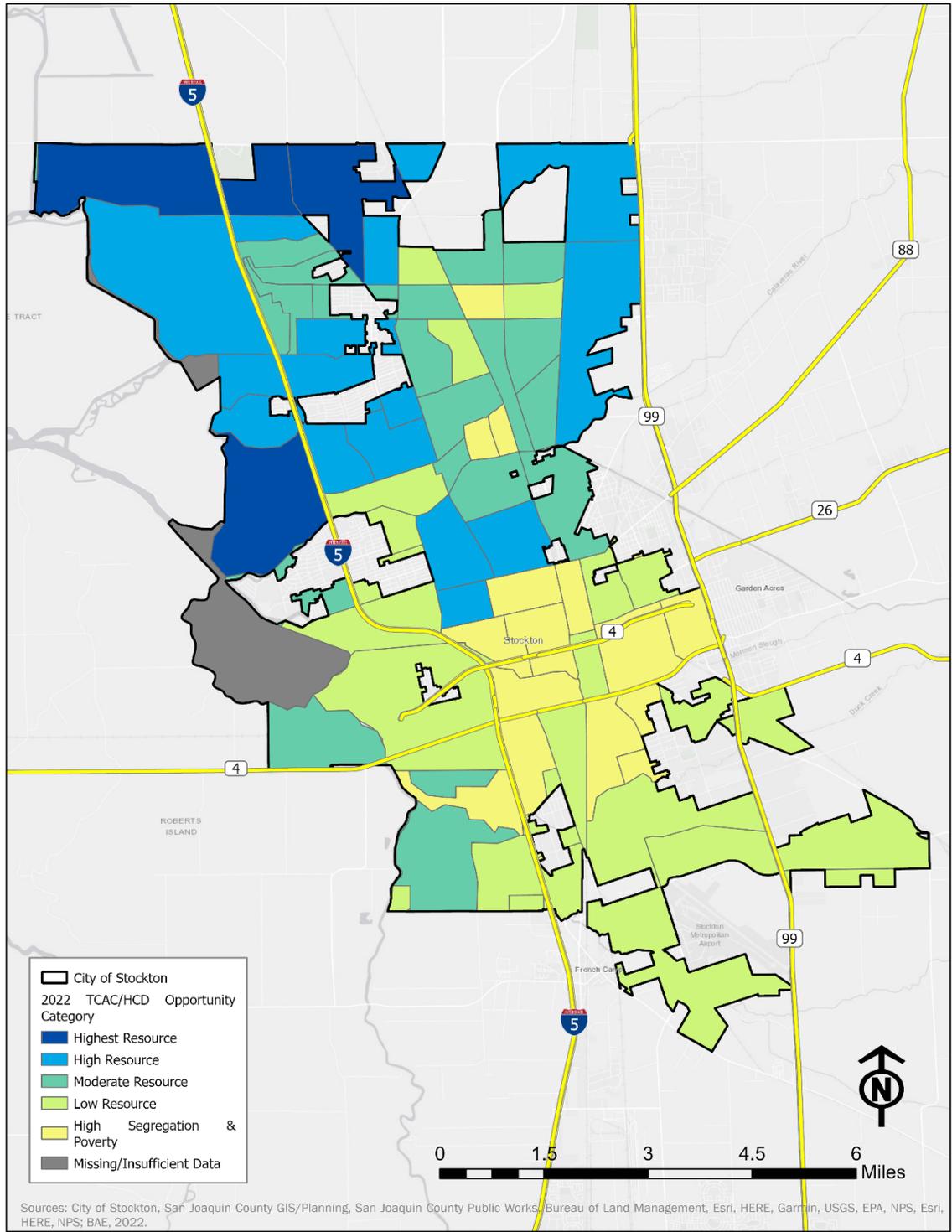
For more information on fair housing topics, as well as for resources to address fair housing issues, please refer to the Assessment of Fair Housing section of the 2023-2041 Housing Element.

Figure 6-Racially and/or Ethnically Concentrated Areas of Poverty by Census Tract, 2018



Sources: U.S. Census Bureau, American Community Survey, 2014-2018 five-year sample data; HUD.

Figure 7-TCAC/HCD Opportunity Scores by Census Tract, 2022



Sources: California Tax Credit Allocation Committee, Opportunity Area Maps, 2022.

Housing Problems

HUD measures housing instability by identifying common housing problems such as high costs, overcrowding, and substandard conditions. Data for Stockton 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.

Table 5-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.

Employment Characteristics

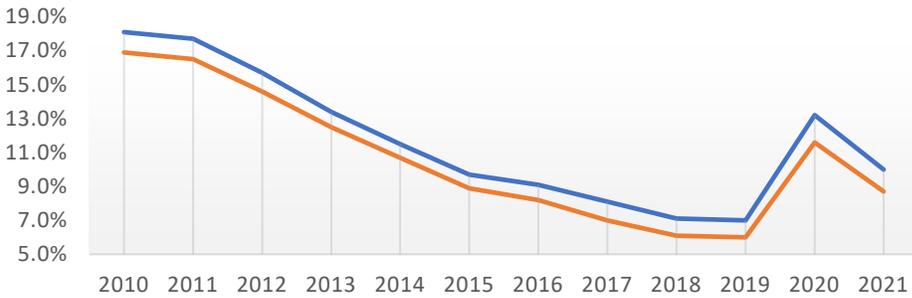
Stockton is the largest city in San Joaquin County and hosts many of the county’s largest employers. The top ten employers, including the school district, hospital, and Amazon, employ around 17 percent of the Stockton workforce. The top three employment sectors are Education and Health Services, Retail, 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.

Table 6-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.

Figure 8-Unemployment Rate, 2010 to 2021



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

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 9,000 new housing units between 2020 and 2050.

Table 7-Employment by Industry, 2016-2020

	2020	2025	2030	2035	2040	2045	2050	Change, 2020-2050		
								Number	Perc.	Rate
City of Stockton										
Population	321,195	333,543	342,941	347,404	349,786	352,281	354,083	32,888	10.2%	0.3%
Households	97,365	101,388	103,527	104,527	105,075	105,514	105,987	8,622	8.9%	0.3%
Housing Units (a)	101,526	105,721	107,951	108,994	109,565	110,024	110,517	8,991	8.9%	0.3%
Employment	157,422	175,080	179,253	182,471	187,520	193,373	200,024	42,602	27.1%	0.8%
San Joaquin County										
Population	780,723	827,460	868,694	898,933	924,999	952,542	979,433	198,710	25.5%	0.8%
Households	241,351	256,612	267,660	276,184	283,865	291,606	299,803	58,452	24.2%	0.7%
Housing Units (a)	251,695	267,611	279,131	288,021	296,032	304,104	312,652	60,957	24.2%	0.7%
Employment	333,972	368,274	374,031	378,183	386,622	397,276	409,495	75,523	22.6%	0.7%

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.

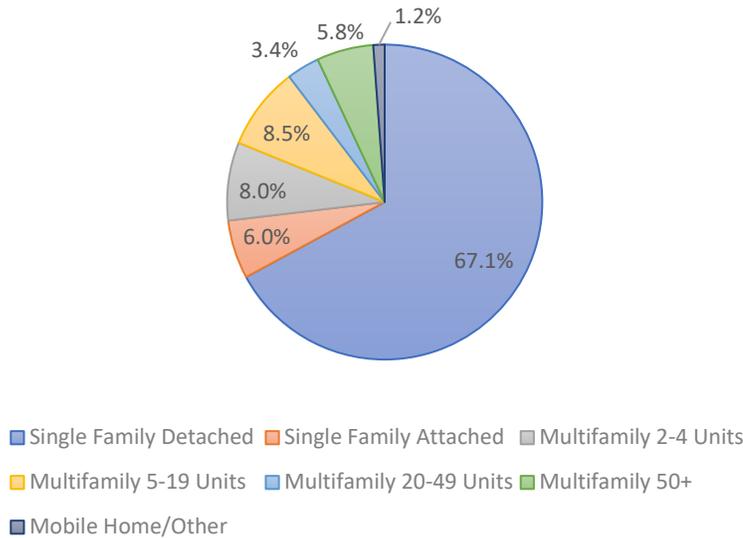
Sources: University of the Pacific Center for Business & Policy Research, San Joaquin County Demographic and Employment Forecast, 2022; U.S. Census Bureau, Decennial Census 2020.

Housing Market Conditions

Housing by Units in Structure

Stockton should prioritize preserving naturally occurring affordable housing (NOAH) units, which are smaller 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.

Figure 9-Housing by Units in Structure, 2016-2020 Five-Year ACS

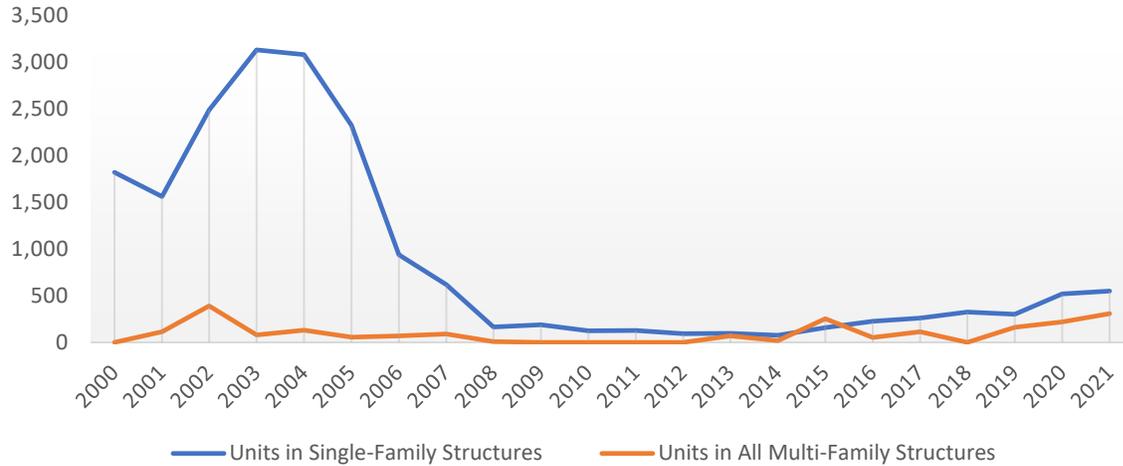


Sources: U.S. Census Bureau, American Community Survey 2016-2020 five-year sample data.

Building Permit Trends

A graph in Figure 10 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 10-Residential Building Permits, 2000-2021

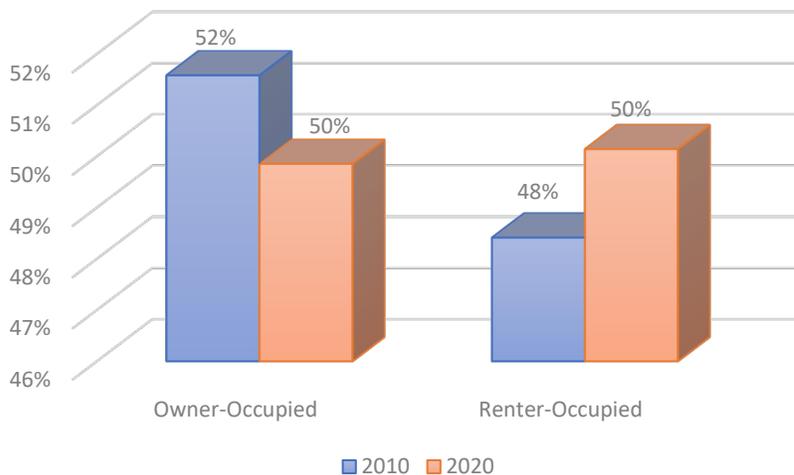


Sources: HUD State of the Cities Data Systems, 2022.

Household Tenure (Renter vs. Owner)

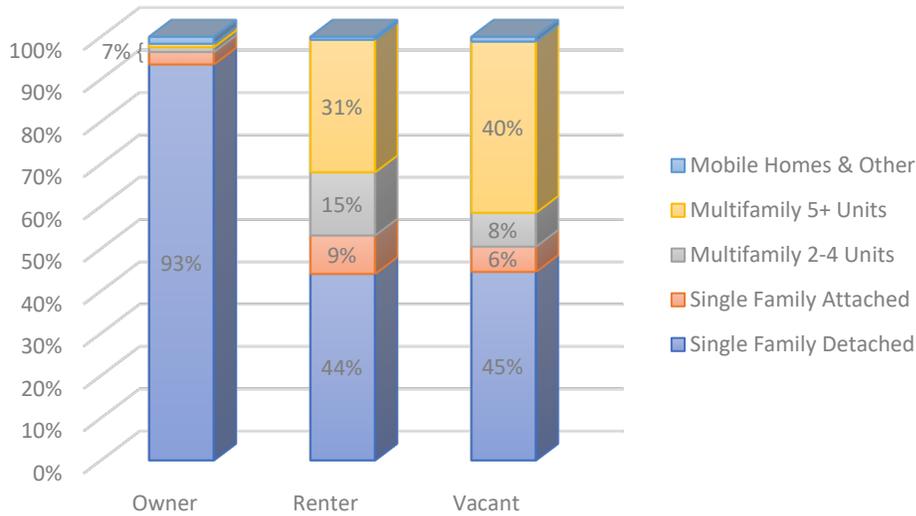
The length of time a household stays in a unit affects housing stability and wealth creation. Homeowners have fixed costs, can save more, and benefit from equity appreciation. Renters face instability due to rising costs. Stockton's homeownership rate declined over the decade, while renters increased, 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.

Figure 11-Percent of Households by Tenure, 2010 and 2020



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

Figure 12-Percent of Housing Stock by Tenure and Units in Structure, 2020

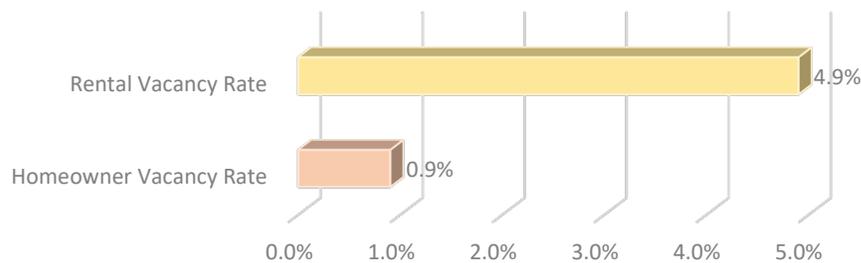


Sources: U.S. Census Bureau, American Community Survey 2016-2020 five-year sample data.

Housing Vacancy

Figure 12 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. The ownership housing market may be 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 inventory.

Figure 13-Functional Vacancy Rate by Tenure, 2020



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

Rental Market Conditions

Table 8 has data on multi-family unit rental rates by 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 8-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 9 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 8, 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 9-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 was \$425,000, with a median price of \$195,000 for condos.

Table 10-Home Sale Distribution, City of Stockton November 2021 to April 2022

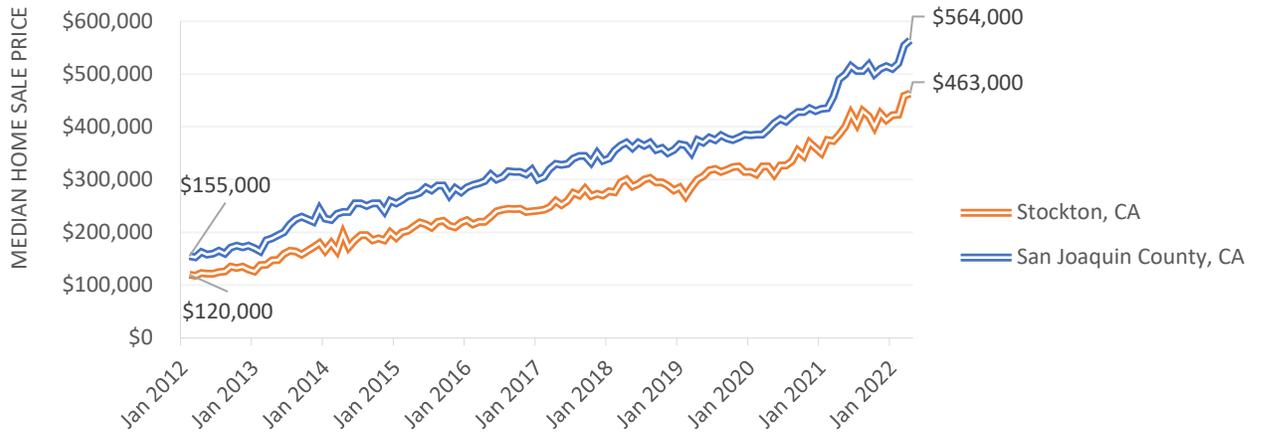
Single-Family Homes	1BD	2BD	3BD	4+BD	Total	Percent
Sale Price Range						
Less than \$300,000	9	112	61	22	204	12.0%
\$300,000-\$399,999	2	191	259	34	486	28.5%
\$400,000-\$499,999	1	28	337	141	507	29.7%
\$500,000-\$599,999	0	9	121	197	327	19.2%
\$600,000 or more	1	6	45	129	181	10.6%
Total Units Sold	13	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.

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.

Figure 14-Median Home Sale Price, All Unit Types, February 2012 to April 2022



Sources: Redfin.com.

Table 11-Affordable Home Sale Prices, 2022

2022 HCD Income Limits (a)	Persons Per Household					Total Monthly Payment	Down Payment	Affordable Sale Price
	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.

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

Tables 12 and 13 summarize the homeless service facilities in Stockton as of 2022, including bed capacity and the characteristics of clients they serve. The majority of facilities serve unaccompanied males and females, adult couples without children, and single-parent and two-parent families.

Housing Capacity (Available Land)

The city has enough land for 53,000 to 78,000 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** as documented in the 2023-2031 Housing Element.

New Housing Costs

The total estimated development costs for a typical entry-level single-family home (1,800 square feet) are estimated to equal \$457,617, while a three-story one-bedroom apartment project with 27 units is estimated to cost \$561,457 per unit, including land costs, construction costs, fees, and permits.

Land Costs

Acquiring land for development can be expensive, sometimes making up over half of the final sales price. The value of the land is determined by development potential, owner expectations, and disincentives for keeping it undeveloped. In California, Prop. 13 prevents issues with property tax. Larger builders may purchase land speculatively until it's financially viable. The average price of residentially zoned land in Stockton is \$213,416 per acre, with a median lot size of 3.08 acres.

Table 14: Estimated Development Costs

TYPE OF COST	SINGLE-FAMILY UNIT (a)	MULTIFAMILY UNIT (b)
Land Costs (c)	\$98,000	\$337,162
Total Construction Cost (d)	\$299,955	\$192,253
Impact Fees (e)	\$43,704	\$22,964
Other Fees (e)	\$2,999	\$774
Building Permit Fee	\$2,428	\$1,320
Building Plan Check	\$1,020	\$554
School District Fee	\$10,512	\$5,840
Total Housing Development Costs	\$457,617	\$561,457

Notes:

(a) Fee estimate based on 1,800-square-foot home, 3-bedroom, 2-bathroom on a 5,663-square-foot lot.

(b) Based on a 1.48-acre vacant site with 27 multifamily units. Multifamily unit costs assume each unit is 1,000 square feet.

(c) The land cost per acre is assumed to be \$337,162.

(d) The construction cost is based on \$192.25 per square foot for a three-story complex and 1,000 square feet per unit sums to \$192,253.

(e) Based on total fee estimates from Table HE-64 of the 2023-2031 Housing Element.

Sources: Redfin and City of Stockton Master Fee Schedule,

Construction Costs

Housing construction costs can act as a constraint to the affordability of new housing. However, the cost of construction varies with the type, size, location, and amenities of the development.

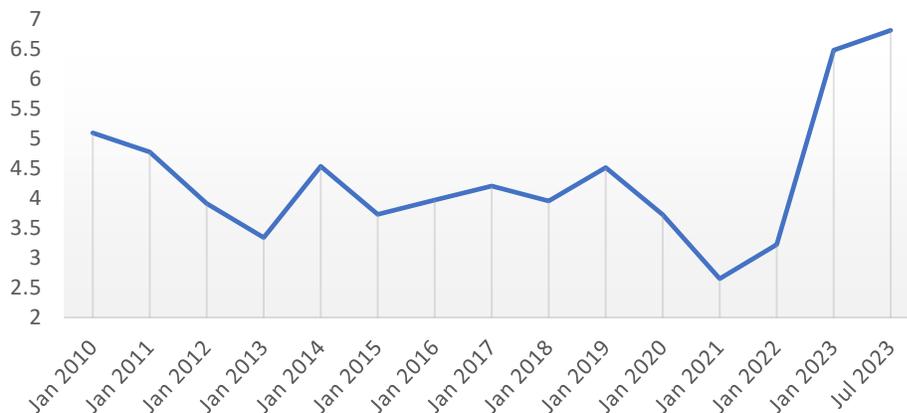
- Entry-level homes have fewer amenities than custom homes. The Craftsman Book Company provides construction cost estimates based on geographic areas and ZIP codes. Building a 2,000 sq ft single-family home in Stockton costs around \$151 per sq ft, totaling \$302,248 excluding land cost. Prefabricated factory-built homes are becoming popular and allowed in all residential areas, reducing material costs and on-site labor.
- Multifamily construction costs around \$121 per square foot, according to Craftsman Book Company's 2022 estimates. This includes a three-story building in Stockton with 40 units, each 1,000 square feet. Costs cover wood or light steel frame structures, plus heating and cooling. Each unit costs \$104,573 to build, and the total cost for the building is \$4,420,124. This doesn't include land or off-street parking expenses.

The City received an estimate for a 27-unit residential building with construction costs at \$192,253 per unit. Some builders are hesitant to start new projects due to high costs and rising interest rates. The City can avoid unnecessary amendments to building codes to reduce costs. Construction costs are not a major constraint to housing production in the area.

Construction and Permanent Financing

Local governments can support lower-income households and first-time homebuyers by offering interest rate write-downs and government-insured loan programs to reduce mortgage down-payment requirements. Interest rates directly impact the affordability of housing, with higher rates leading to increased monthly payments and fewer affordable options. Construction loans are also impacted by interest rates, with higher rates leading to higher costs. Fluctuations in interest rates can significantly impact monthly debt service expenses for rental projects. Rates have decreased due to the pandemic but have since increased significantly in 2022 and early-2023, reaching as high as 7% in July 2023.

Figure 15-Historical Mortgage Rates, 30-Year Fixed



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

Interest rates are high, causing a potential decrease in housing prices. However, low inventory in the single-family housing market has kept prices relatively high despite the predicted decrease.

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 nonresidential 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 Department (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.

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: 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: 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: 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: Market City Land

The City must market available land to affordable housing developers and partner with them. 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: 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: 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: 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: 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: 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: 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: 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: 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: 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: 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: 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.

Other City Actions:

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

Increase Ownership

The following actions are intended to increase ownership opportunities.

HAP-ACTION: 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: 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: 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 and may explore innovative ideas such as interest rate buy-downs and incorporation of pre-fabricated housing units as strategies to increase affordability.

HAP-ACTION: 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: 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: 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: 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: 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: 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: 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: 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.

Other City Actions:

- Amendments to the Development Code to allow and/or require larger residential sizes for larger households. Housing Element Program

City of Stockton
Housing Action Plan (HAP)
Public Review Draft

Section 3 – Housing Supply

October 6, 2023

The following chapter of the Stockton Housing Action Plan (HAP) is pending. Staff is currently preparing the chapter to include the following analysis which will be released to the public later.

Content

1. Purpose
2. Major Takeaways
3. Estimated Total Housing Capacity
4. [RHNA](#) Housing Capacity Sites
5. Underutilized Properties and Downtown Buildings (Reuse)
6. Unincorporated Areas for Housing
7. Transformative Areas for Redevelopment
8. [Priority Sites](#) (Catalytic Sites)

City of Stockton
Housing Action Plan (HAP)
Public Review Draft

Section 4 – Development Process

October 6, 2023

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.

Five Main Takeaways

1. 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.
2. 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.
3. The State has enacted various mandates/laws that supersede local land use authority for Emergency and Transitional housing.
4. The code allows for various Missing Middle housing types (e.g. , duplex, cottage courts, etc.).
5. 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.

Five Main Solutions

1. 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.
2. Explore Policy and Land Use amendments that would provide more flexibility for future development and help target more funding opportunities.
3. 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 consistency with City housing goals.
4. Continued pursuit of performance management and data analytics relating to processing and approval of housing development applications.
5. Housing developer education on processes, provision of technical assistance for developers proposing projects that address City housing goals, and City support for capacity-building among local special needs housing developers.

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, townhomes, 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.

Within these broad use categories are subcategories of housing characterized by more specific use types and/or physical features. Each subcategory has an accompanying table in the appropriate section that outlines development standards, including required permit type, minimum lot size, density, setbacks, site coverage, height limit, and parking minimum. Where applicable, each section provides a description of special permitting requirements or processes and discusses what resources, funding, and partnerships are available to facilitate development.

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. Table 1 also summarizes which zoning districts allow each type of housing. The table also identifies the type of permit that a developer would need before starting construction. Table 2 summarizes the development standards such as setbacks, lot coverage, and building heights by zoning district.

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 \(stocktonca.gov\)](#)

Table 1: Permitted Residential Uses by Zoning District (PROPOSED ZONING CODE TABLE- ADOPTION 2024)

MASTER LAND USE REGULATION MATRIX																			
"P" = Permitted Use; "L" = Land Development Permit required; "A" = Administrative Use Permit required; "C" = Commission Use Permit required; "-" = Use not allowed																			
Land Use Classification	Base Zoning Districts															Overlay Districts ¹		Additional Regulations	
	RE	RL	RM	RH	CO	CN	CG	CD	CL	CA	IL	IG	PT	PF	OS	CI ¹	MHD ¹		
Residential Uses																			
Residential Dwelling Unit																			
<i>Single-Unit, Detached</i>	P	P	P	P	-	-	-	-	-	-	-	-	-	-	-	-	-	P	
<i>Single-Unit, Attached</i>	-	P	P	P	P	P	P	P	-	-	-	-	-	-	-	-	-	-	
<i>Multi-Unit Dwelling</i>	-	P	P	P	P	P	P	P	-	-	-	-	-	-	-	-	-	A	
Accessory Dwelling Unit	See Section 16.26.040, Accessory Dwelling Units (ADUs) and Junior Accessory Dwelling Units (JADUs)																		
Caretaker Unit	-	-	-	-	P	P	P	P	P	P	P	L	L	-	-	-	-	A	
Co-living	-	-	-	A	A	A	P	P	P	-	-	-	-	-	-	-	-	-	16.26.110 Co-living Facilities
Emergency Shelters	-	-	-	C	C	-	C	C	-	-	P	P	-	P	-	P	-	-	16.26.170 Emergency Shelter
Employee Housing (for Farmworkers)	Employee housing providing accommodations for six or fewer employees shall be deemed to be a single-unit structure with a residential land use, and shall be treated the same as a single unit dwelling of the same type in the same zoning district.																		
Family Day Care																			
<i>Small</i>	Small and large family day cares are permitted in all zoning districts where residential uses are allowed and are considered residential uses of property.																		
<i>Large</i>																			
Group Residential	-	-	-	A	-	A	A	A	-	-	-	-	-	-	-	-	-	-	-
Live-Work Space	-	-	-	-	P	P	P	P	P	-	P	-	-	-	-	-	-	-	L
Low Barrier Navigation Center	Low barrier navigation centers consistent with California Government Code Section 65660 et seq, shall be permitted by right in all Zoning Districts where multifamily and mixed-use residential development are permitted.																		

MASTER LAND USE REGULATION MATRIX																		
"P" = Permitted Use; "L" = Land Development Permit required; "A" = Administrative Use Permit required; "C" = Commission Use Permit required; "-" = Use not allowed																		
Land Use Classification	Base Zoning Districts															Overlay Districts ¹		Additional Regulations
	RE	RL	RM	RH	CO	CN	CG	CD	CL	CA	IL	IG	PT	PF	OS	CI ¹	MHD ¹	
Mobile Home Park	-	A	A	A	-	-	A	A	-	-	-	-	-	-	-	-	-	16.26.240, Mobile Home Parks and Subdivisions
Residential Care Facility																		
<i>Small</i>	Small residential care facilities 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																	
<i>Large</i>	-	-	C	C	C	-	-	C	-	-	-	-	-	-	-	-	-	A
Residential Facility, Assisted Living	-	-	C	P	P	P	P	P	-	-	-	-	-	-	-	-	-	
Supportive Housing	See Section 16.26.310, Supportive and Transitional Housing																	
Transitional Housing																		

Table 2: Housing, Zoning and Development Standards

Zone	Minimum Lot Size		Density		Setbacks				Site Coverage	Height Limit	Parking
	Area	Width	Residential	Floor Area Ratio (FAR)	Front	Side(s)	Sides, street	Rear			
RE	1 ac	150 sf	Max. 1 Dwelling Unit/Acre		30 ft	10 ft	10 ft	30 ft	25%	35 ft	
RL	5,000 sf	50 ft	Max. 8.7 Dwelling Units/Net Acre & Dwelling Units/Gross Acre 6.1		20 ft	5 ft	10 ft	10 ft	50%	35 ft	
RM	5,000 sf	50 ft	8.8-17.4 Dwelling Units/Net Acre & Dwelling Units/Gross Acre 6.2-13.1	Max. for neighborhood-serving retail uses is 0.3	15 ft	5 ft	10 ft	10 ft	50%	35 ft	
RH	7,500 sf	50 ft	Outside the Greater Downtown area: 17.5-30 Dwelling Units/Net Acre & 13.2-24 Dwelling Units/Gross Acre Inside the Greater Downtown area: 20-90 Dwelling Units/Net Acre & 16-72 Dwelling Units/Gross Acre Inside the Downtown Core: up to 20-136 Dwelling Units/Net Acre & 16-108.8 Dwelling Units/Gross Acre	Outside the Greater Downtown area: Max. 0.3 FAR Inside the Greater Downtown area: Max. 3.0 FAR Inside the Downtown Core: Max. 5.0 FAR	15 ft	5 ft	10 ft	10 ft	50%	35 ft	
CO	7,500 sf	No min			10 ft	5 ft	10 ft	10 ft	60%	45 ft	
CN	No min	No min			None (a)	None (b)	None (a)	None (b)	100%	35 ft	
CG	No min	No min			10 ft	None (b)	10 ft	None (b)	60%	45 ft	
CD	No min	No min			None	None (b)	None	None (b)	100%	No limit	
CL	No min	No min			10 ft	None (b)	10 ft	None (b)	50%	75 ft	
CA	No min	No min	-	-	10 ft	None (b)	10 ft	None (b)	50%	45 ft	
IL	No min	No min	-	-	10 ft	None (b)	10 ft	None (b)	60%	60 ft	
IG	No min	No min	-	-	10 ft	None (b)	10 ft	None (b)	60%	No limit	
PT	No min	No min	-	-	10 ft	None (b)	10 ft	None (b)	60%	No limit	
PF	No min	No min	-	Max. 0.2 FAR	10 ft	None (b)	10 ft	None (b)	50%	75 ft	
OS	5 ac	No min	-	Max. 0.01 FAR	20 ft	20 ft	20 ft	20 ft	1%	35 ft	
CI											
MHD	5,000 sf (2,500 sf/du)		29 Dwelling Units/Net Acre	-	10 ft	5 ft	5 ft	10 ft	75%	45 ft	

(a) If adjacent to residential zoning districts, the setback shall be none if the structure in the CN zoning district is at least 20 feet from the residential zoning district, otherwise the setback shall be 10 feet.

(b) None required, except when adjacent to a residential zone, structures shall be set back a distance of 10 feet or as required by Division 3 for specific land uses. In the CA zone, structures shall be set back from a residential zone equal to their height.

EMERGENCY SHELTER

Existing Shelter Resources

Table 3 on the following page identifies and summarizes the characteristics of the existing shelter facilities available in the City of Stockton.

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.

Table 3: 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.	445 S San Joaquin St, Stockton, CA 95203
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.	411 S Harrison St, Stockton, CA 95203
PREVAIL	Stockton	PREVAIL offers up to 21 days of shelter and supportive services for up to 10 runaway and homeless youth ages 12-17 and their children.	620 N San Joaquin St, Stockton, CA 95202
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.	7070 S Harlan Rd, French Camp, CA 95231
Hope Family Shelter	Manteca	The Hope Family Shelter can house 8 families. Food, clothing, utilities, and counseling are provided.	520 S. Union Rd. Manteca, CA 95337
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.	726 N Union Rd, Manteca, CA 95336
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.	622 N Sacramento St, Lodi, CA 95240
Lodi House	Lodi	Lodi House is a shelter for women and their children. The facility houses approximately seven adults and their children.	801 S Washington St, Lodi, CA 95240
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.	739 A St, Tracy, CA 95376
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 30-day program with the capacity to serve up to 12 women and their children at a given time.	672 W 11th St, Tracy, CA 95376

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.

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.¹ 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.²

Table 4 and Table 5 identify the zoning districts that allow emergency shelters and low barrier navigation centers. 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.

¹ 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.

² 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.

Table 4: Permanent Emergency Shelters, Zoning and Development Standards

Zone	Permit Type	Minimum Lot Size		Density		Setbacks				Site Coverage	Height Limit	Parking
		Area	Width	Residential	FAR	Front	Side(s)	Sides, street	Rear			
RH	C	7,500 sf	50 ft	The following density standards apply to zones RH, CO, CG, & CD:		15 ft	5 ft	10 ft	10 ft	50%	35 ft	1/5 beds and/or 1/bedroom intended for families plus 1 per employee
CO	C	7,500 sf	No min	Outside the Greater Downtown area: 17.5-30 Dwelling Units/Net Acre & 13.2-24 Dwelling Units/Gross Acre	Outside the Greater Downtown area: Max. 0.3 FAR	10 ft	5 ft	10 ft	10 ft	60%	45 ft	
CG	C	No min	No min	Inside the Greater Downtown area: 20-90 Dwelling Units/Net Acre & 16-72 Dwelling Units/Gross Acre	Inside the Greater Downtown area: Max. 3.0 FAR	10 ft	None (a)	10 ft	None (a)	60%	45 ft	
CD	C	No min	No min	Inside the Downtown Core: up to 20-136 Dwelling Units/Net Acre & 16-108.8 Dwelling Units/Gross Acre	Inside the Downtown Core: Max 5.0 FAR	None	None (a)	None	None (a)	100%	No limit	
IL	P	No min	No min	-	-	10 ft	None (a)	10 ft	None (a)	60%	60 ft	
IG	P	No min	No min	-	-	10 ft	None (a)	10 ft	None (a)	60%	No limit	
PF	P	No min	No min	-	Max. 0.2 FAR	10 ft	None (a)	10 ft	None (a)	50%	75 ft	
CI	P											

Note:
 (a) None required, except when adjacent to a residential zone, structures shall be set back a distance of 10 feet or as required by Division 3 for specific land uses. In the CA zone, structures shall be set back from a residential zone equal to their height.

Table 5: Low Barrier Navigation Centers, Zoning and Development Standards

Zone (a)	Permit Type	Minimum Lot Size		Density		Setbacks				Site Coverage	Height Limit	Parking
		Area	Width	Residential	FAR	Front	Side(s)	Sides, street	Rear			
RL	P	5,000 sf	50 ft	Max. 8.7 Dw elling Units/Net Acre & 6.1 Dw elling Units/Gross Acre	-	20 ft	5 ft	10 ft	10 ft	50%	35 ft	None beyond what is required for the Residential Housing Type.
RM	P	5,000 sf	50 ft	8.8-17.4 Dw elling Units/Net Acre & 6.2-13.1 Dw elling Units/Gross Acre	The maximum floor area ratio (FAR) for neighborhood-serving retail uses is 0.3.	15 ft	5 ft	10 ft	10 ft	50%	35 ft	
RH	P	7,500 sf	50 ft	The following density standards apply to zones RH, CO, CG, & CD:		15 ft	5 ft	10 ft	10 ft	50%	35 ft	
CO	P	7,500 sf	No min	Outside the Greater Downtown area: 17.5-30 Dw elling Units/Net Acre & 13.2-24 Dw elling Units/Gross Acre	Outside the Greater Downtown area: Max. 0.3 FAR	10 ft	5 ft	10 ft	10 ft	60%	45 ft	
CN	P	No min	No min	Inside the Greater Downtown area: 20-90 Dw elling Units/Net Acre & 16-72 Dw elling Units/Gross Acre	Inside the Greater Downtown area: Max. 3.0 FAR	None (b)	None (c)	None (b)	None (c)	100%	35 ft	
CG	P	No min	No min	Inside the Downtown Core: up to 20-136 Dw elling Units/Net Acre & 16-108.8 Dw elling Units/Gross Acre	Inside the Downtown Core: Max 5.0 FAR	10 ft	None (c)	10 ft	None (c)	60%	45 ft	
CD	P	No min	No min			None	None (c)	None	None (c)	100%	No limit	
MHD	A	5,000 sf (2,500 sf/ Dw elling Unit)		29 Dw elling Units/Net Acre	-	10 ft	5 ft	5 ft	10 ft	75%	45 ft	

Note:

(a) Low barrier navigation centers, consistent with California Government Code Section 65660 et seq, shall be permitted by right in all Zoning Districts where multi-family and mixed-use residential development are permitted.

(b) If adjacent to residential zoning districts, the setback shall be none if the structure in the CN zoning district is at least 20 feet from the residential zoning district, otherwise the setback shall be 10 feet.

(c) None required, except when adjacent to a residential zone, structures shall be set back a distance of 10 feet or as required by Division 3 for specific land uses. In the CA zone, structures shall be set back from a residential zone equal to their height.

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 outline 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 nonprofits 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 nonentitlement jurisdictions, and competitive grants to nonentitlement 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 list is 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](#) (HACSI)
- 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

Examples

Temporary Shelters (less than 24 months of operation)



Permanent Emergency Shelter (greater than 24 months of operation)



TRANSITIONAL HOUSING

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. As shown in Table 6, 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.

Table 6: Transitional and Supportive Housing, Existing Facilities

FACILITY/PROVIDER	LOCATION	DESCRIPTION
Central Valley Low Income Housing Corporation (CVLIHC)	Stockton and various locations throughout the county	CVLIHC provides transitional housing for homeless families with children. CVLIHC operates a scattered site program throughout San Joaquin County with participants having the primary responsibility for the units where they live. The program provides 196 units. CVLIHC also provides permanent supportive housing to homeless individuals with a disability, and preference is given to those who are chronically homeless. Two of the sites can serve both individuals and households with children, and the other two can only serve single adults. Housing sites are scattered throughout San Joaquin County and provide a total of 356 units.
Dignity’s Alcove	Stockton	Dignity’s Alcove provides 24-month transitional and recovery housing for up to 47 homeless veterans at one time. The comprehensive program includes client assessment, case management, drug and alcohol education, communications training, and more.
Lodi House	Lodi	Lodi House has a transitional housing program for women and their children. The facility houses approximately seven adults and their children.
Gospel Center Rescue Mission (GCRM)	Stockton	GCRM provides the New Life Program (NLP), a residential addiction treatment program for men, women, and families at the Gospel Center Rescue Mission. There is a max capacity of 40 men and 200 women and children.
Lutheran Social Services’ Project HOPE	Stockton	Lutheran Social Services’ Project HOPE program provides permanent housing and supportive services to homeless emancipated foster youth. The program has capacity for 34 individuals and their children.
New Directions	Stockton	New Directions provides housing and supportive services for homeless adults who have an active substance abuse problem. New Directions has separate programs and facilities for men and women on the same campus. The total capacity is approximately 75 participants. New Directions provides 24 beds.
Stockton Shelter for the Homeless, Holman House	Stockton	Operated by the Stockton Homeless Shelter, the Holman House provides emergency shelter, transitional housing assistance, and supportive services for persons living with HIV/AIDS. Holman House has a max capacity of 10 beds.
Women’s Center - Youth and Family Services, DAWN House	Stockton	DAWN House is a shelter for abused women and their children. This facility houses approximately 42 adults and children. The length of stay is normally 30 to 60 days.
Women’s Center - Youth and Family Services, Opportunity House Transitional Living Program	Stockton	Opportunity House Transitional Living Program provides up to 21 months of shelter and supportive services to prepare runaway, throwaway, and homeless youth for independent living. The program serves youth ages 18-21 and emancipated youth ages 16-17 years old. The program can assist 8 people at a time.
HOPE Family Shelter	Manteca	Building HOPE provides transitional housing and services to homeless families. The project serves 8 families at a time. The families can live in the facility for up to 2 years while paying a fixed rent at 30 percent of family income and receiving employment assistance.
Town Center Studios	Stockton	Town Center Studios is 40 units of housing for persons who are chronically homeless.

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

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 multifamily 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.

Table 7 identifies the zoning districts that allow Transitional Housing and the relevant development standards. Table 8 identifies the zoning districts that allow Supportive Housing and the relevant development standards.

Table 7: Transitional Housing, Zoning and Development Standards

Zone (a)	Permit Type	Minimum Lot Size		Density		Setbacks				Site Coverage	Height Limit	Parking
		Area	Width	Residential	FAR	Front	Side(s)	Sides, street	Rear			
RE	P	1 ac	150 sf	Max. 1 Dwelling Unit/Acre	-	30 ft	10 ft	10 ft	30 ft	25%	35 ft	None beyond what is required for the Residential Housing Type
RL	P	5,000 sf	50 ft	Max. 8.7 Dwelling Units/Net Acre & 6.1 Dwelling Units/Gross Acre	-	20 ft	5 ft	10 ft	10 ft	50%	35 ft	
RM	P	5,000 sf	50 ft	8.8-17.4 Dwelling Units/Net Acre & 6.2-13.1 Dwelling Units/Gross Acre	The maximum floor area ratio (FAR) for neighborhood-serving retail uses is 0.3.	15 ft	5 ft	10 ft	10 ft	50%	35 ft	
RH	P	7,500 sf	50 ft	The following density standards apply to zones RH, CO, CN, CG, & CD:		15 ft	5 ft	10 ft	10 ft	50%	35 ft	
CO	P	7,500 sf	No min	Outside the Greater Downtown area: 17.5-30 Dwelling Units/Net Acre & 13.2-24 Dwelling Units/Gross Acre	Outside the Greater Downtown area: Max. 0.3 FAR	10 ft	5 ft	10 ft	10 ft	60%	45 ft	
CN	P	No min	No min	Inside the Greater Downtown area: 20-90 Dwelling Units/Net Acre & 16-72 Dwelling Units/Gross Acre	Inside the Greater Downtown area: Max. 3.0 FAR	None (b)	None (c)	None (b)	None (c)	100%	35 ft	
CG	P	No min	No min			10 ft	None (c)	10 ft	None (c)	60%	45 ft	
CD	P	No min	No min	Inside the Downtown Core: up to 20-136 Dwelling Units/Net Acre & 16-108.8 Dwelling Units/Gross Acre	Inside the Downtown Core: Max 5.0 FAR	None	None (c)	None	None (c)	100%	No limit	
MHD	P	5,000 sf (2,500 sf/ Dwelling Unit)		29 Dwelling Units/Net Acre	-	10 ft	5 ft	5 ft	10 ft	75%	45 ft	

Note:

- (a) Housing subject only to those restrictions that apply to other residential uses of the same type in the same zoning district.
- (b) If adjacent to residential zoning districts, the setback shall be none if the structure in the CN zoning district is at least 20 feet from the residential zoning district, otherwise the setback shall be 10 feet.
- (c) None required, except when adjacent to a residential zone, structures shall be set back a distance of 10 feet or as required by Division 3 for specific land uses. In the CA zone, structures shall be set back from a residential zone equal to their height.

Table 8: Supportive Housing Zoning and Development Standards

Zone (a)	Permit Type	Minimum Lot Size		Density		Setbacks				Site Coverage	Height Limit	Parking
		Area	Width	Residential	FAR	Front	Side(s)	Sides, street	Rear			
RL	P	5,000 sf	50 ft	Max. 8.7 Dw elling Units/Net Acre & 6.1 Dw elling Units/Gross Acre	-	20 ft	5 ft	10 ft	10 ft	50%	35 ft	None beyond what is required for the Residential Housing Type
RM	P	5,000 sf	50 ft	8.8-17.4 Dw elling Units/Net Acre & 6.2-13.1 Dw elling Units/Gross Acre	The maximum floor area ratio (FAR) for neighborhood-serving retail uses is 0.3.	15 ft	5 ft	10 ft	10 ft	50%	35 ft	
RH	P	7,500 sf	50 ft	The following density standards apply to zones RH, CO, CN, CG, & CD:		15 ft	5 ft	10 ft	10 ft	50%	35 ft	
CO	P	7,500 sf	No min	Outside the Greater Downtow n area: 17.5-30 Dw elling Units/Net Acre & 13.2-24 Dw elling Units/Gross Acre	Outside the Greater Downtow n area: Max. 0.3 FAR	10 ft	5 ft	10 ft	10 ft	60%	45 ft	
CN	P	No min	No min	Inside the Greater Downtow n area: 20-90 Dw elling Units/Net Acre & 16-72 Dw elling Units/Gross Acre	Inside the Greater Downtow n area: Max. 3.0 FAR	None (b)	None (c)	None (b)	None (c)	100%	35 ft	
CG	P	No min	No min	Inside the Downtow n Core: up to 20-136 Dw elling Units/Net Acre & 16-108.8 Dw elling Units/Gross Acre	Inside the Downtow n Core: Max 5.0 FAR	10 ft	None (c)	10 ft	None (c)	60%	45 ft	
CD	P	No min	No min	Inside the Downtow n Core: up to 20-136 Dw elling Units/Net Acre & 16-108.8 Dw elling Units/Gross Acre	Inside the Downtow n Core: Max 5.0 FAR	None	None (c)	None	None (c)	100%	No limit	
MHD	A	5,000 sf (2,500 sf/ Dw elling Unit)		29 Dw elling Units/Net Acre	-	10 ft	5 ft	5 ft	10 ft	75%	45 ft	

Note:

- (a) Pursuant to California Government Code Section 65651, supportive housing development with up to 50 supportive housing units shall be permitted by right in all zones where multi-family and mixed use residential development are permitted.
- (b) If adjacent to residential zoning districts, the setback shall be none if the structure in the CN zoning district is at least 20 feet from the residential zoning district, otherwise the setback shall be 10 feet.
- (c) None required, except when adjacent to a residential zone, structures shall be set back a distance of 10 feet or as required by Division 3 for specific land uses. In the CA zone, structures shall be set back from a residential zone equal to their height.

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 multifamily, mixed-use, and nonresidential zones allowing multifamily. Therefore, supportive housing is allowed in the city wherever single-family and multifamily 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 shown for each zone where these uses are permitted as summarized in Table 7 and Table 8, respectively.

Funding Options

The following outlines existing funding sources applicable to Transitional and Supportive Housing 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.

- U.S. Department of Housing and Urban Development (HUD) [Continuum of Care \(CoC\) Program Eligibility Requirements - HUD Exchange](#)
- San Joaquin Continuum of Care (CoC) Programs [FY 2021 CoC Program Competition - San Joaquin Continuum of Care \(sanjoaquinco.org\)](#)
- San Joaquin Housing Authority

Partnerships

The following list is not meant to promote any group, but to provide a list of commonly known groups and agencies in the San Joaquin County region that assist in the creation, maintenance, or

funding of Transitional and Supportive Housing in the City of Stockton. For more information, please contact the groups directly.

Examples

Transitional Housing



Supportive Housing



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 three 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, residential units in mixed-use buildings, and other similar buildings incorporating multiple dwelling units in a single structure.

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** – Any site that is planned and improved to accommodate mobilehomes used for residential purposes, or on which mobilehome lots are rented, leased, or held out for rent or lease, or were formerly held out for rent or lease and later converted to a subdivision, cooperative, condominium, or other form of resident ownership, to accommodate mobilehomes used for residential purposes. Includes mobilehome parks, motor home parks, and trailer parks.

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 209-937-8561 or at Planning@stocktonca.gov for more information on processing and approval.

Allowable Zones and Areas

The zoning districts where the most common Permanent Housing types are allowed are shown in Table 9 (Single-family housing) and Table 10 (Multifamily housing). Development standards associated with the various special housing types identified above are provided in Table 11 through Table 14.

Table 9: Single-Family Detached (SFD) and Attached (SFA) - Zoning and Development Standards

Zone	Permit Type		Minimum Lot Size		Density		Setbacks				Site Coverage	Height Limit	Parking	
	Single-Unit, Detached	Single-Unit, Attached	Area	Width	Residential	FAR	Front	Side(s)	Sides, street	Rear				
RE	P		1 ac	150 sf	Max. 1 Dwelling Unit/Acre	-	30 ft	10 ft	10 ft	30 ft	25%	35 ft	2/unit, located within an enclosed garage plus 1 for every 750 square feet over 2,000 square feet 1 guest parking space/5 units	
RL	P	P	5,000 sf	50 ft	Max. 8.7 Dwelling Units/Net Acre & 6.1 Dwelling Units/Gross Acre	-	20 ft	5 ft	10 ft	10 ft	50%	35 ft		
RM	P	P	5,000 sf	50 ft	8.8-17.4 Dwelling Units/Net Acre & 6.2-13.1 Dwelling Units/Gross Acre	The maximum floor area ratio (FAR) for neighborhood-serving retail uses is 0.3.	15 ft	5 ft	10 ft	10 ft	50%	35 ft		
RH	P	P	7,500 sf	50 ft	The following density standards apply to zones RH, CO, CN, CG, & CD: Outside the Greater Downtown area: 17.5-30 Dwelling Units/Net Acre & 13.2-24 Dwelling Units/Gross Acre Inside the Greater Downtown area: 20-90 Dwelling Units/Net Acre & 16-72 Dwelling Units/Gross Acre Inside the Downtown Core: up to 20-136 Dwelling Units/Net Acre & 16-108.8 Dwelling Units/Gross Acre		15 ft	5 ft	10 ft	10 ft	50%	35 ft		
CO		P	7,500 sf	No min			Outside the Greater Downtown area: Max. 0.3 FAR	10 ft	5 ft	10 ft	10 ft	60%		45 ft
CN		P	No min	No min			Inside the Greater Downtown area: Max. 3.0 FAR	None (a)	None (b)	None (a)	None (b)	100%		35 ft
CG		P	No min	No min			Inside the Downtown Core: Max 5.0 FAR	10 ft	None (b)	10 ft	None (b)	60%		45 ft
CD		P	No min	No min				None	None (b)	None	None (b)	100%		No limit
MHD	P		5,000 sf (2,500 sf/ Dwelling Unit)		29 Dwelling Units/Net Acre	-	10 ft	5 ft	5 ft	10 ft	75%	45 ft		

Notes:

(a) if adjacent to residential zoning districts, the setback shall be none if the structure in the CN zoning district is at least 20 feet from the residential zoning district, otherwise the setback shall be 10 feet.

(b) None required, except when adjacent to a residential zone, structures shall be set back a distance of 10 feet or as required by Division 3 for specific land uses. In the CA zone, structures shall be set back from a residential zone equal to their height.

Table 10: Multi-Unit Dwelling (MUD), Zoning and Development Standards

Zone	Permit Type	Minimum Lot Size		Density		Setbacks				Site Coverage	Height Limit	Parking
		Area	Width	Residential	FAR	Front	Side(s)	Sides, street	Rear			
RL	P	5,000 sf	50 ft	Max. 8.7 Dwelling Units/Net Acre & 6.1 Dwelling Units/Gross Acre	-	20 ft	5 ft	10 ft	10 ft	50%	35 ft	2/unit, located within an enclosed garage plus 1 for every 750 square feet over 2,000 square feet 1 guest parking space/5 units
RM	P	5,000 sf	50 ft	8.8-17.4 Dwelling Units/Net Acre & 6.2-13.1 Dwelling Units/Gross Acre	The maximum floor area ratio (FAR) for neighborhood-serving retail uses is 0.3.	15 ft	5 ft	10 ft	10 ft	50%	35 ft	
RH	P	7,500 sf	50 ft	The following density standards apply to zones RH, CO, CN, CG, & CD:		15 ft	5 ft	10 ft	10 ft	50%	35 ft	
CO	P	7,500 sf	No min	Outside the Greater Downtown area: 17.5-30 Dwelling Units/Net Acre & 13.2-24 Dwelling Units/Gross Acre	Outside the Greater Downtown area: Max. 0.3 FAR	10 ft	5 ft	10 ft	10 ft	60%	45 ft	
CN	P	No min	No min	Inside the Greater Downtown area: 20-90 Dwelling Units/Net Acre & 16-72 Dwelling Units/Gross Acre	Inside the Greater Downtown area: Max. 3.0 FAR	None (a)	None (b)	None (a)	None (b)	100%	35 ft	
CG	P	No min	No min	Inside the Downtown Core: up to 20-136 Dwelling Units/Net Acre & 16-108.8 Dwelling Units/Gross Acre	Inside the Downtown Core: Max 5.0 FAR	10 ft	None (b)	10 ft	None (b)	60%	45 ft	
CD	P	No min	No min	Inside the Downtown Core: up to 20-136 Dwelling Units/Net Acre & 16-108.8 Dwelling Units/Gross Acre	Inside the Downtown Core: Max 5.0 FAR	None	None (b)	None	None (b)	100%	No limit	
MHD	A	5,000 sf (2,500 sf/ Dwelling Unit)		29 Dwelling Units/Net Acre	-	10 ft	5 ft	5 ft	10 ft	75%	45 ft	

Notes:

- (a) If adjacent to residential zoning districts, the setback shall be none if the structure in the CN zoning district is at least 20 feet from the residential zoning district, otherwise the setback shall be 10 feet.
- (b) None required, except when adjacent to a residential zone, structures shall be set back a distance of 10 feet or as required by Division 3 for specific land uses. In the CA zone, structures shall be set back from a residential zone equal to their height.

Table 11: Accessory Dwelling Unit (ADU) and Junior Accessory Dwelling Unit (JDU), Zoning and Development Standards

Zone	Permit Type	Density	Setbacks	Maximum Floor Area			Parking
				Detached ADU	Attached ADU	JADU	
(a)	P	1 ADU per parcel (b)	3 feet	1,200 sq ft	Shall not exceed 50% of the existing primary dwelling OR 850 sq ft, whichever is greater	500 sq ft	None required for the accessory dwelling unit. Required parking for the primary dwelling shall be provided. (c)

Notes:

(a) The lot must be in a zoning district that allows single-unit or multi-unit dwellings and contain an existing primary dwelling unit or multi-unit dwelling. The zones in which single unit or multi-unit dwellings are allowed are RE, RL, RM, RH, CO, CN, CG, CD, & MHD.

(b) Except:

1. When a parcel has existing multi-unit development, at least one ADU, but not more than 25 percent of the existing dwelling units are permitted when concerning the conversion of storage rooms, boiler rooms, passageways, attics, basements, or garages, if each ADU complies with the applicable provisions of Title 15.
2. When the parcel has existing multi-unit development, a maximum of two detached ADUs are permitted.
3. One ADU or one detached ADU and one JADU internal to the primary dwelling unit may be constructed on lots with proposed or existing single-unit dwellings in accordance with Government Code Section 65852.2(e)(1)(A) and (B).

(c) If off-street parking space is voluntarily provided, the following standards apply:

1. It may be uncovered, covered, or enclosed;
2. It must be on a paved surface and accessible from a paved driveway; and
3. A maximum of 60 percent of the front and/or street side setback area may be paved.

Table 12: Live-Work Space, Zoning and Development Standards

Zone	Permit Type	Minimum Lot Size		Density		Setbacks				Site Coverage	Height Limit	Parking
		Area	Width	Residential	FAR	Front	Side(s)	Sides, street	Rear			
CO	P	7,500 sf	No min	The following density standards apply to zones CO, CN, CG, CD, & CL:		10 ft	5 ft	10 ft	10 ft	60%	45 ft	
CN	P	No min	No min	Outside the Greater Downtown area: 17.5-30 Dwelling Units/Net Acre & 13.2-24 Dwelling Units/Gross Acre	Outside the Greater Downtown area: Max. 0.3 FAR	None (a)	None (b)	None (a)	None (b)	100%	35 ft	
CG	P	No min	No min	Inside the Greater Downtown area: 20-90 Dwelling Units/Net Acre & 16-72 Dwelling Units/Gross Acre	Inside the Greater Downtown area: Max. 3.0 FAR	10 ft	None (b)	10 ft	None (b)	60%	45 ft	
CD	P	No min	No min			None	None (b)	None	None (b)	100%	No limit	
CL	P	No min	No min	Inside the Downtown Core: up to 20-136 Dwelling Units/Net Acre & 16-108.8 Dwelling Units/Gross Acre	Inside the Downtown Core: Max 5.0 FAR	10 ft	None (b)	10 ft	None (b)	50%	75 ft	
IL	P	No min	No min	-	-	10 ft	None (b)	10 ft	None (b)	60%	60 ft	
MHD	L	5,000 sf (2,500 sf/ Dwelling Unit)		29 Dwelling Units/Net Acre	-	10 ft	5 ft	5 ft	10 ft	75%	45 ft	

Notes:

(a) If adjacent to residential zoning districts, the setback shall be none if the structure in the CN zoning district is at least 20 feet from the residential zoning district, otherwise the setback shall be 10 feet.

(b) None required, except when adjacent to a residential zone, structures shall be set back a distance of 10 feet or as required by Division 3 for specific land uses. In the CA zone, structures shall be set back from a residential zone equal to their height.

Table 13: Co-Living Facilities, Zoning and Development Standards

Zone	Permit Type	Minimum Lot Size		Minimum Unit Size	Maximum Unit Size	Density		Setbacks				Site Coverage	Height Limit	Parking
		Area	Width			Residential	FAR	Front	Side(s)	Sides, street	Rear			
RH	A	7,500 sf	50 ft	150 sq ft	400 sq ft	The following density standards apply to zones RH, CO, CN, CG, CD, & CL:		15 ft	5 ft	10 ft	10 ft	50%	35 ft	
CO	A	7,500 sf	No min	150 sq ft	400 sq ft	Outside the Greater Downtown area: 17.5-30 Dwelling Units/Net Acre & 13.2-24 Dwelling Units/Gross Acre	Outside the Greater Downtown area: Max. 0.3 FAR	10 ft	5 ft	10 ft	10 ft	60%	45 ft	
CN	A	No min	No min	150 sq ft	400 sq ft			None (a)	None (b)	None (a)	None (b)	100%	35 ft	
CG	P	No min	No min	150 sq ft	400 sq ft	Inside the Greater Downtown area: 20-90 Dwelling Units/Net Acre & 16-72 Dwelling Units/Gross Acre	Inside the Greater Downtown area: Max. 3.0 FAR	10 ft	None (b)	10 ft	None (b)	60%	45 ft	
CD	P	No min	No min	150 sq ft	400 sq ft			None	None (b)	None	None (b)	100%	No limit	
CL	P	No min	No min	150 sq ft	400 sq ft	Inside the Downtown Core: up to 20-136 Dwelling Units/Net Acre & 16-108.8 Dwelling Units/Gross Acre	Inside the Downtown Core: Max 5.0 FAR	10 ft	None (b)	10 ft	None (b)	50%	75 ft	

Notes:

(a) If adjacent to residential zoning districts, the setback shall be none if the structure in the CN zoning district is at least 20 feet from the residential zoning district, otherwise the setback shall be 10 feet.

(b) None required, except when adjacent to a residential zone, structures shall be set back a distance of 10 feet or as required by Division 3 for specific land uses. In the CA zone, structures shall be set back from a residential zone equal to their height.

Table 14: Mobile or Manufactured Home Park, Zoning and Development Standards

[Still under development by City staff]

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. Additionally, mobile home parks are allowed in the Residential Low-Density (RL), Residential Medium-Density (RM), Residential High-Density (RH), and General Commercial (CG) with an Administrative Use Permit.

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). As of 2022, licensed care homes consisting of six or fewer individuals are allowed by right in the RL, RM, RH, CD, and PF zones. However, these are not all the zones that allow single-family development; the RE zone also allows single-family dwellings by right. The Housing Element includes Program 15 to amend the Development Code to allow group homes for six persons or fewer in the RE zone. Family care homes with more than six individuals require the approval of a Commission Use Permit in the RE, RH, and CD zones, and a land development permit in the PF 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 (i.e., duplex) structures are exempt from Title 24 requirements.

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 unhoused people. A co-living unit is usually small, between 200 to 350 square feet, for one to two person(s) that does not have its own private kitchen and bathroom, but utilizes shared kitchens, bathrooms, and common areas. Co-living units are a source of relatively affordable housing in the city. 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. The City performs annual inspections of the remaining residential hotels to make sure that these hotels meet minimum health and safety standards. The Stockton Development Code defines Co-Living (dwelling unit facilities) as “a permanent housing facility consisting of single-room occupancy units, where each bedroom is considered a separate living quarter to be occupied by permanent residents.” The City allows SROs in CG (Commercial General) and CD (Commercial Downtown) zones with an Administrative Use Permit.

Resources

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

Funding Options

Table 15 outlines existing fundings sources applicable to Permanent 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.

Table 15: 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.	- 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.	- 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.	- Home Buyer Assistance - Rehabilitation - New Construction - Rental Assistance
Section 202	Grants to private nonprofit developers of supportive housing for very low-income seniors.	- New Construction
Housing Rehabilitation Program	Provides financial assistance to low-income homeowners for health and safety improvements.	- Rehabilitation
Emergency Shelter Grants	Competitive grants to help local governments and nonprofits finance emergency shelters, transitional housing, and other supportive services.	- New Construction - 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.	- 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.	- Rental Assistance
State Programs		
Affordable Housing and Sustainable Communities Grant Program	Provides grants or loans for affordable housing projects and housing-related infrastructure in transit-oriented development areas that help to reduce greenhouse gas emissions.	New Construction
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.	- New 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.	- 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.	- 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.	- Special-Needs Programs - New Construction

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PROGRAM NAME	DESCRIPTION	ELIGIBLE ACTIVITIES
CalHome Program	Grants awarded to jurisdictions for owner-occupied housing rehabilitation and first-time homebuyer assistance.	- Homebuyer Assistance - Rehabilitation
Low-Income Housing Tax Credit (LIHTC)	A 4 percent annual tax credit that helps owners of rental units develop affordable housing.	- Construction of Housing
Affordable Housing Partnership Program (AHPP)	Provides lower-interest California Housing Finance Agency (CHFA) loans to homebuyers who receive local secondary financing.	- 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.	- Predevelopment/Development - Acquisition/Rehabilitation - Preservation - Matching Funds - Homelessness Assistance - Accessibility Modifications - Homeownership Assistance - Fiscal Incentives
Local Early Action Planning (LEAP) Grants	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. Facilitate compliance to implement the sixth-cycle Regional Housing Needs Assessment.	- 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.	- 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.	- 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.	- New 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.	- 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.	- Service System Administration - New Construction - Rental Assistance
Local Programs		

PROGRAM NAME	DESCRIPTION	ELIGIBLE ACTIVITIES
Stockton Economic Stimulus Plan (SESP)	Provides fee reductions for some of the Public Facility Fees (PFF) for both single-family and multifamily 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 multifamily 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, requires housing developments for which a preliminary application is submitted that complies with applicable general plan and zoning standards to be 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.

Partnerships

The following list 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.

Local Home Builders

Contact	Contact Information
<p>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.</p>	<p>1209 E. 8th Street Stockton, CA 95206 (209) 937 7625 http://standaffordablehousing.org/</p>
<p>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.</p>	<p>315 N. San Joaquin Street, Stockton, CA 95202 (209) 466-6811 https://visionaryhomebuilders.org/</p>
<p>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.</p>	<p>2575 Grand Canal Boulevard, Suite 100, Stockton, CA 95207 (209) 460-5000 or (800) 855-7100 https://hacsj.org/development/</p>
<p>AG Spanos Companies – Spanos Companies is a Stockton-based developer of multifamily and master planned residential communities.</p>	<p>10100 Trinity Parkway, 5th Floor, Stockton, CA 95219 (209) 478-7954 https://agspanos.com/</p>
<p>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.</p>	<p>1203 N. Grant Street, Stockton, CA 95202 (209) 490-2663 https://grupehuber.com/</p>
<p>Enterprise Community Partners – Enterprise is a national non-profit that develops affordable low- and moderate-income housing, manages</p>	<p>101 Montgomery Street, San Francisco, CA 94104 (415) 395-9405</p>

housing preservation programs, and provides technical assistance to local communities.	https://www.enterprisecommunity.org/
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Lenders

- Bank of Stockton

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

Rural



Single Family (Attached/Detached)



Typologies

The following housing types are intended to provide examples of various housing structure types that could be applied to Stockton's developable land while accommodating the area's housing market. The housing types are matched with applicable housing category and zone.

	Housing Type	Height and Density¹	Parking Arrangement	Appropriate Neighborhood Action Plan Study Areas
1	High-Rise Apartments <i>MFR</i> ²	7 stories or higher 16 – 108.8 DU/Ac.	Ground-floor or multi-story podium	Cabral/East Cabral Station Area
2	Mid-Rise Apartments <i>MFR</i>	4 to 6 stories 16 – 108.8 DU/Ac.	Ground-floor podium	Cabral/East Cabral Station Area Little Manila/Gleason Park
3	Low-Rise Apartments <i>MFR</i>	2 to 3 stories 13.2 – 72 DU/Ac.	Surface	Cabral/East Cabral Station Area Little Manila/Gleason Park South Airport Way
4	Mid-Rise Mixed-Use <i>Special</i>	4 stories or higher 16 – 108.8 DU/Ac.	Ground-floor podium	Cabral/East Cabral Station Area South Airport Way
5	Low-Rise Mixed-Use <i>Special</i>	2 to 3 stories 13.2 – 72 DU/Ac.	Surface	Cabral/East Cabral Station Area Little Manila/Gleason Park South Airport Way
6	Cottage Courts <i>MUR</i>	1 to 3 stories 13.2 – 72 DU/Ac.	Surface	Cabral/East Cabral Station Area Little Manila/Gleason Park South Airport Way
7	Multiplexes <i>MUR</i>	2 to 4 stories 13.2 – 72 DU/Ac.	Tuck under or surface	Cabral/East Cabral Station Area Little Manila/Gleason Park South Airport Way
8	Triplexes and Duplexes	2 to 3 stories 3 units max (triplex) 2 units max (duplex)	Tuck under or surface	Cabral/East Cabral Station Area Little Manila/Gleason Park
9	Townhomes <i>MUR</i>	2 to 3 stories 13.2 – 72 DU/Ac.	Tuck under or surface	Cabral/East Cabral Station Area Little Manila/Gleason Park
10	Live-Work <i>Special</i>	2 to 3 stories 13.2 – 72 DU/Ac.	Tuck under or surface	Cabral/East Cabral Station Area Little Manila/Gleason Park

Notes:

1. Height does not include underground stories. Density is defined as dwelling unit per gross acre.
2. Housing Action Plan Reference Type: MUR = Multi-Unit Residential, MFR = Multifamily Residential Special = Special Housing Types

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.

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: 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: 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 enhanced and 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: 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.

HAP-ACTION: Homeless Services

Work with the Economic Development Department and homeless service providers to improve access to resources and services for persons experiencing or at risk of homelessness.

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: 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 (an example is an area with truck routes and 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: 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: 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: 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: 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: 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: Conversions to Affordable Housing

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

HAP-ACTION: 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: 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: 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: 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: 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: 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 developers, 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: 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: 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: 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.