

Cabral/ East Cabral Station Area Neighborhood Action Plan

for the City of Stockton
Public Review Draft, October 2023





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Executive Summary

The City of Stockton has adopted a series of plans and strategies to promote new and better housing. In 2021, the State awarded funds to prepare Neighborhood Action Plans focused on furthering housing development in three areas of Stockton, including the Cabral/ East Cabral Station Area (see Page 3), South Airport Way, and Little Manila/Gleason Park – areas with elevated needs for quality housing and complementing services and amenities.

The Cabral/East Cabral Station Area Neighborhood Action Plan will serve as a guide for City staff and decision makers in the effort to improve housing opportunities and access to services and amenities in the Cabral/East Cabral Station Area Study Area. Users of the Plan also include community members and developers interested in learning about and joining the City's efforts to build housing in the neighborhood.

Priority Actions

The Neighborhood Action Plan identifies several actions to further the development of housing, create a variety of housing types, support neighborhood revitalization, and improve access to transit, services, and amenities within the Cabral/East Cabral Station Study Area. The City has identified the following as the priority actions for the Study Area:

[Priority actions for the Study Area will be identified for the final Neighborhood Action Plan after the public review period to account for community feedback.]



Vacant site on Channel Street and South Pilgrim Street.

1. Introduction

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

Purpose of This Action Plan

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

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

The Plan also includes an implementation matrix that will help guide City stakeholders and decision-makers toward resources that can be allocated in the Study Area (see Appendix A). Users of the Plan include community members interested in learning about the City's efforts to further housing development in the Study Area, housing developers, City staff, decision-makers, and any other interested party.

Description of the Study Area

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

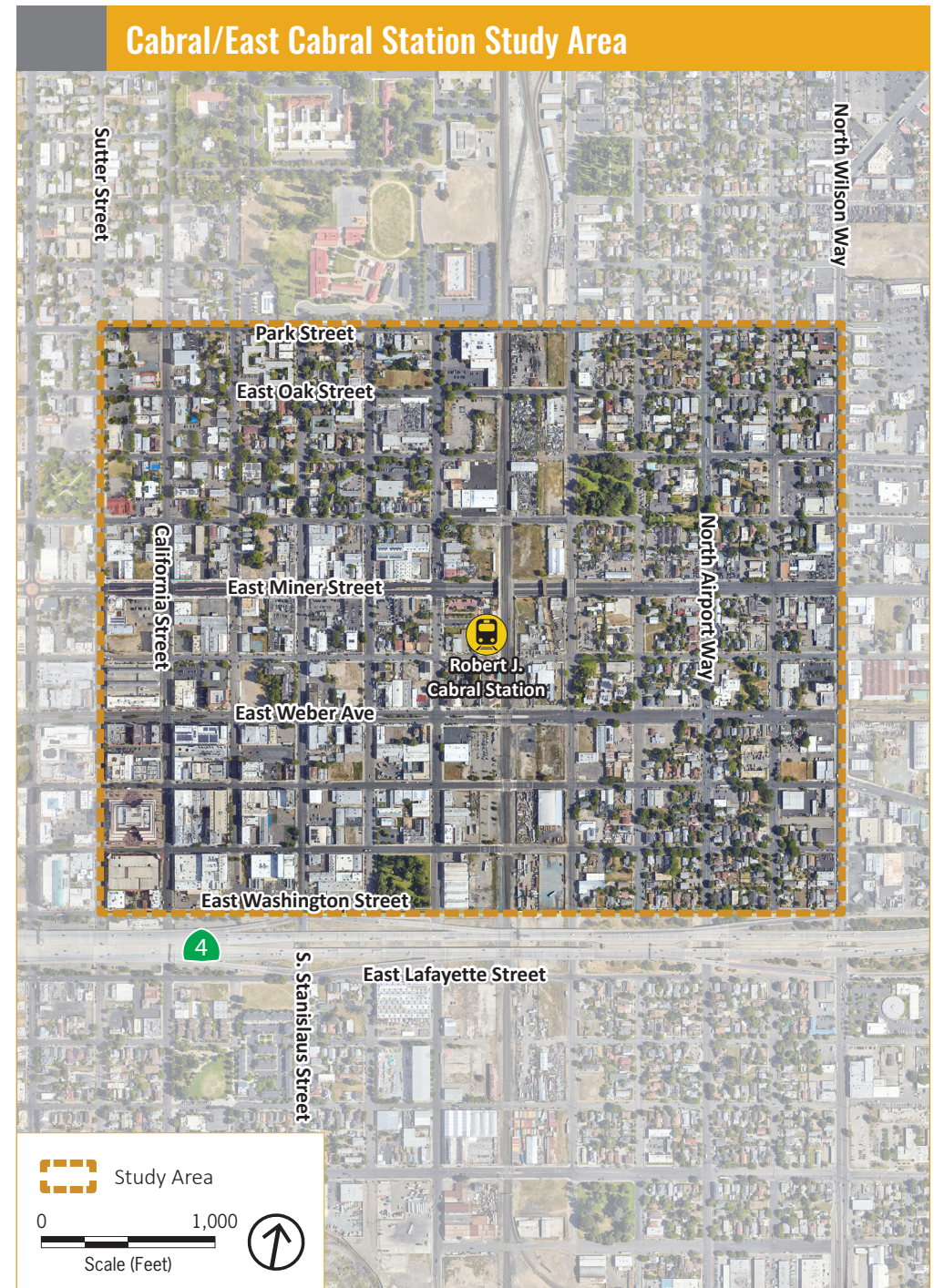
Like the South Airport Way and Little Manila/Gleason Park areas, Cabral/East Cabral Station was selected for a Neighborhood Action Plan because there is an elevated need for quality housing and complementing services and amenities for the surrounding community. These areas were identified in the 2040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

How to use the Action Plan

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

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

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



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

What is an Action Plan?

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



Incoming Train at the Robert J. Cabral Train Station.

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

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

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

Appendix A – Implementation of Neighborhood Action Plan:

This appendix describes funding sources and includes an implementation matrix that identifies responsible City departments, potential partners, and a target time frame for each action.

[Appendix A will be prepared for the final Neighborhood Action Plan after the public review period to account for community feedback.]

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

Appendix C – Community Engagement Summary: This appendix contains an overview of the outreach conducted during the preparation of the Neighborhood Action Plan.

2. Cabral/East Cabral Station Study Area

The Cabral/East Cabral Station Study Area is in central Stockton, between the Crosstown Freeway and the University Park campus, and bisected by the Union Pacific railroad line, as shown on the Study Area map (Page 3). A portion of the Study Area is in Downtown Stockton and includes the Robert J. Cabral Train Station. The Altamont Corridor Express operates four daily roundtrips originating at the Cabral Train Station, traveling through the Tri-Valley area, and into downtown San Jose. The Study Area boundary was developed on the basis of stakeholder feedback and identified as an area with elevated need for quality housing and amenities for the community. However, the Study Area boundary is not meant to serve as an official map of the neighborhood. See Appendix B, Existing Conditions Report, for more information about the Study Area.

Existing Land Use

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

Age

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

VS

53% below the age of 34 in Stockton



Race/Ethnicity

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

Housing Tenure

in Cabral/East Cabral Station area

90% Renters

10% Owners

VS

50% Renters

50% Owners

in Stockton



Average Household Size

2 persons per household in Cabral/East Cabral Station area

VS

3.2 persons per household in Stockton



Overcrowded Housing

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

VS

9% overcrowded housing units in Stockton



Average Household Income

\$35,518 in Cabral/East Cabral Station

VS

\$78,712 in Stockton



Who Lives in Cabral/East Cabral Station Area?

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

What We Heard from the Community About the Study Area

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

Provide More Housing Choices

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

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

Housing Affordability

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

Access to Transit, Services, and Amenities

When asked what could be added to improve the quality of life in the neighborhood, participants responded regarding a need for grocery stores or neighborhood markets, community centers, green spaces and parks, and social services. There is also a need for com-

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

Neighborhood Revitalization

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



Open House held on June 13, 2023.



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



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



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

3. Potential for New Housing

Transit-Oriented Development

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

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



Downtown Transit Center in Downtown Stockton.

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

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

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

Challenges and Opportunities

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

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

Brownfields

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

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

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

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

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

Feedback from Stakeholders

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

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

What is Land Banking?

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

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

- ▶ **Housing.** Multifamily, mixed-use, live-work, and homeownership housing were recommended as an opportunity for some of the lots in the Study Area. However, it was also noted that in addition to housing, amenities and commercial uses are needed to support new housing development. The Table on Page 13 includes a list of vacant sites and identifies the most feasible housing types that could be built on each site.
- ▶ **Community Organizations.** There is an opportunity to collaborate with local community organizations to help improve housing choices in the Study Area. Partnering with other organizations will bring additional expertise, resources, and perspectives to solving the unique challenges presented in this neighborhood. One idea that was shared is to work with a local organization to encourage community members to participate in an educational homeownership training course or learn about other resources for first-time homebuyers.

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

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

See Appendix C, Community Engagement Summary, for a complete summary of the feedback received.

Displacement Risk

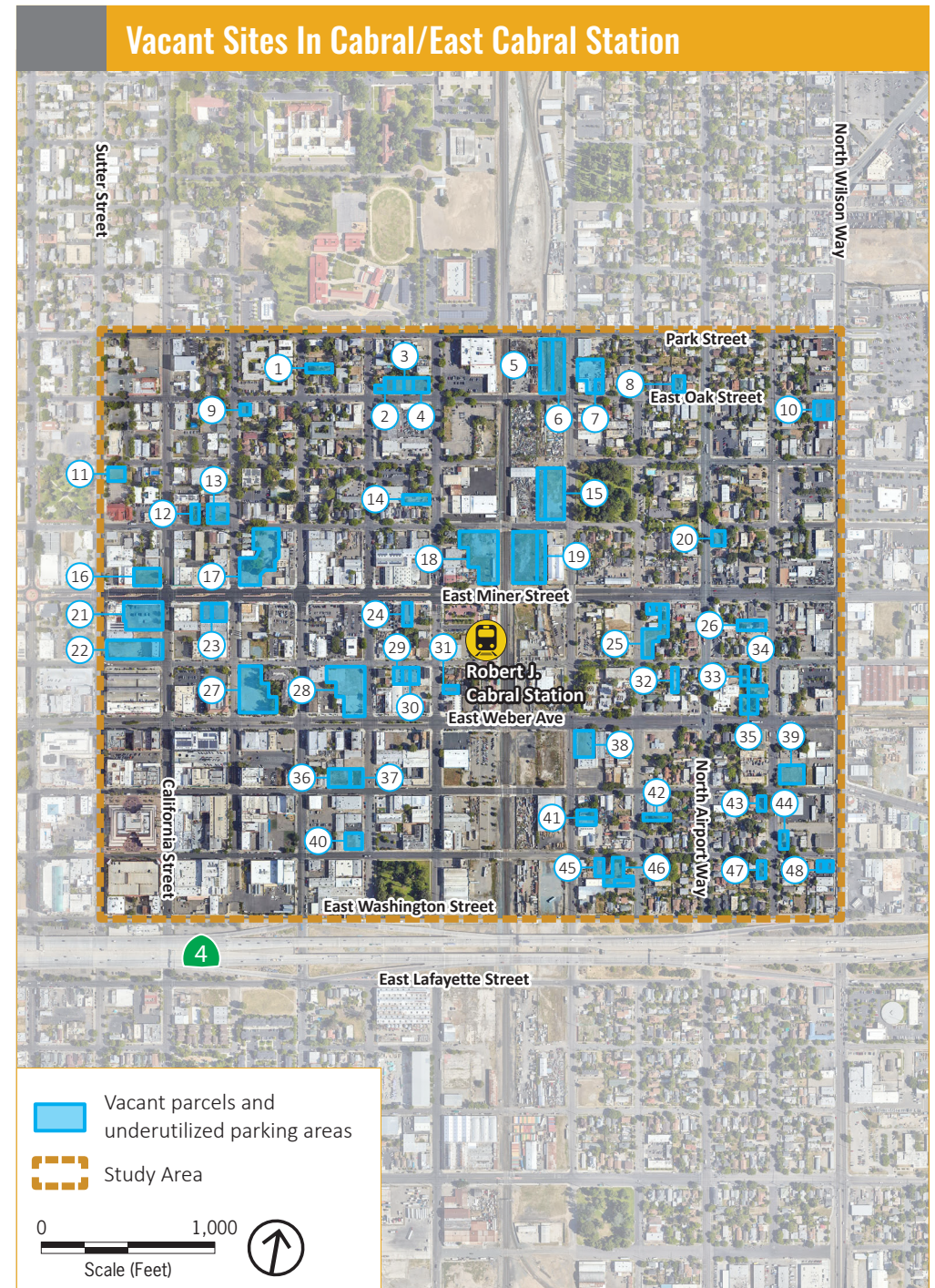
Displacement risk increases when a household is paying more for housing than their income can support. Stockton is in San Joaquin County, which is a region that has experienced significant population growth and development resulting in rising housing costs and increasing the risk of displacement in some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

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

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

Vacant Sites

During the Plan development process, the project team identified several sites within the Study Area that are vacant or have a surface parking lot that is not well-utilized. These sites may serve as an opportunity for new housing development. The Vacant Sites in Cabral/East Cabral Station map shows the location of these sites, and the table that follows identifies the most feasible housing types that could be built on each site based on the lot size and characteristics of the surrounding neighborhood. The most feasible housing types are listed by letter (A-I) in the table on Page 13 to correspond with the housing type descriptions that follow. While the City does encourage new housing development on vacant properties, where appropriate, the City itself does not build housing unless the property is owned by the City. Redevelopment of any of the sites that are privately owned would require agreement with the property owner, approval of a development proposal, and adequate infrastructure.



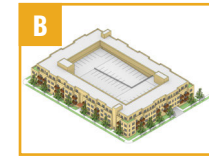
Source: Google Earth Professional, 3/2/2023. PlaceWorks, 2023.

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

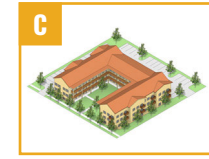
Site Number	Street Address	Most Feasible Housing Types
24	830 East Miner Avenue	G, I
25	1206, 1208, 1220 East Miner Avenue & 220 North Pilgrim Street	F, G, H
26	225 North Sierra Nevada Street	G, I
27	621 East Weber Avenue	B, C, D, F, G
28	145 North Grant Street	B, C, D, F, G
29	820 Channel Street	I
30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



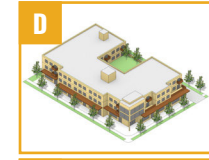
High-Rise Residential



Mid-Rise Apartments



Low-Rise Apartments



Mixed-Use



Cottage Courts



Townhomes



Live-Work



Multiplexes



Triplexes and Duplexes

Housing Types

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

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

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

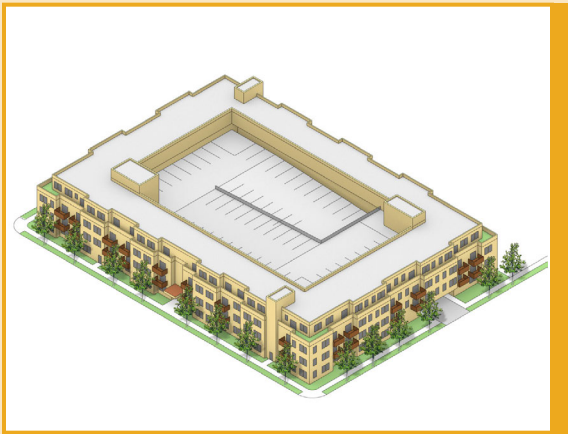


Vacant site south of Channel Street.



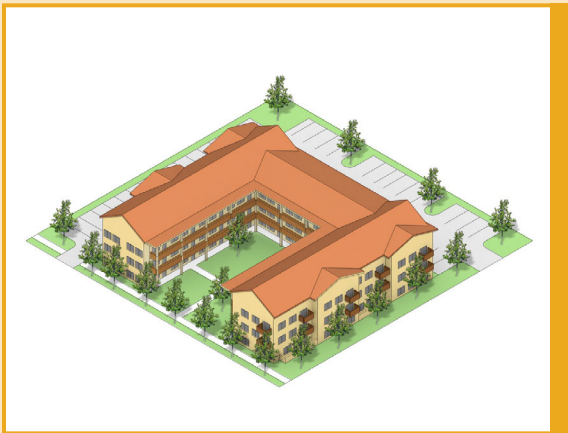
A. High-Rise Residential

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



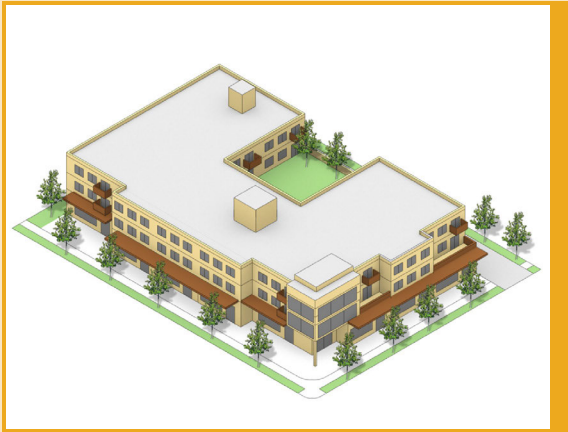
B. Mid-Rise Apartments

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



C. Low-Rise Apartments

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



D. Mixed-Use

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



E. Cottage Courts

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



F. Townhomes

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



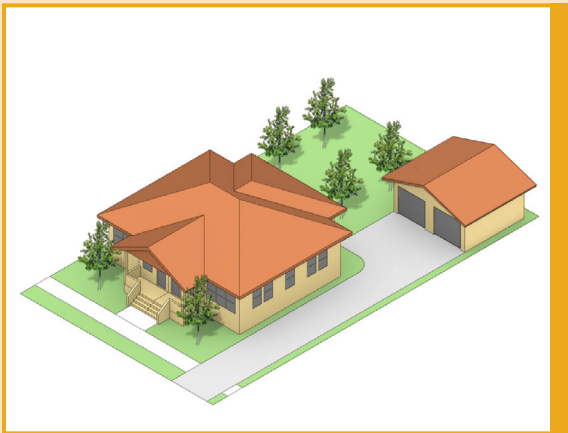
G. Live-Work

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



H. Multiplexes

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



I. Triplexes and Duplexes

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

4. Objective and Actions

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

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

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

The actions will serve as a guide for City staff and decision makers in the effort to improve housing opportunities in the Study Area. Appendix A, Implementation of the Neighborhood Action Plan, lists the Plan actions, responsible City department(s), timeframe for implementation, potential community partners, and example federal, State, and local funding sources. For a longer list of potential financial and grant sources, please see the citywide Housing Action Plan.



1. Further the Development of Housing

Action 1.1 Extend Permit and Entitlements "Active"

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

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

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

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

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

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

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

2. Provide More Housing Choices

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

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

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

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

3. Improve Access to Transit, Services, and Amenities

Action 3.1 Transit-Oriented Development Feasibility

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

Action 3.2 Transit-Oriented Development Funding. Partner with transit agencies to pursue funding for transit-oriented development.

Action 3.3 Downtown Stockton Multimodal Transportation Network and Land Use Compatibility

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

Action 3.4 Train Station Parking Structure. Work with the San Joaquin Regional Rail Commission to support development of a parking structure near the Robert J. Cabral train station to reduce the need for on-site parking in new housing developments near the train station, lower development costs, and serve train commuters.

Action 3.5 Stockton Diamond Project. Support San Joaquin Regional Rail Commission's efforts to secure additional state, federal, and local funding to complete improvements contributing toward the enhancement of the surrounding area or that provide other community benefits.

Action 3.6 Incubator Space. Collaborate with the San Joaquin Regional Rail Commission and local institutions to create an incubator/permanent retail space at the Robert J. Cabral train station for entrepreneurs to provide services and micro-retail opportunities for rail commuters and neighborhood residents.

Action 3.7 Stocked Full of Produce Program. Conduct targeted outreach to store owners in the Cabral/East Cabral Station Area Study Area to ensure they are aware of the program's benefits. Explore partnerships with community-based organizations to support healthy produce being sold in local retail establishments.

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

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

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

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

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

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

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

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

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

4. Support Neighborhood Revitalization

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

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

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

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

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

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

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

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